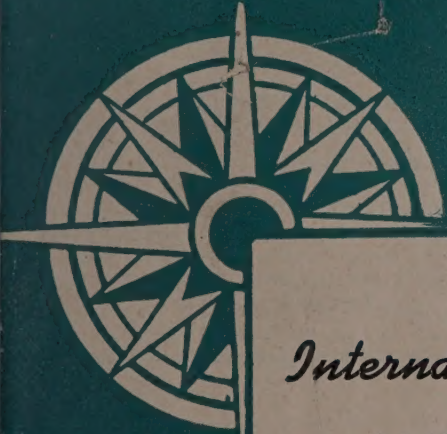


THE COMPASS

JOURNAL OF THE AMERICAN ASSOCIATION OF SOCIAL WORKERS



International Social Welfare

AMERICAN PIONEERS

OUTLINE OF INTERNATIONAL
STRUCTURE

THE SOCIAL WORKER'S
RESPONSIBILITY

AASW PROGRAM

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International Social Welfare

INTERNATIONAL social welfare services are getting their share of attention from the American social work community this spring. Survey Midmonthly devoted its entire April issue to this subject. Several special meetings at the National Conference of Social Work were given over to international welfare problems. And now we have this special issue of THE COMPASS.

This rash of articles and speeches is no accident at this time. The issues at stake in the international welfare field are of tremendous urgency. Millions of human lives are in the balance. The patterns for handling the long-run job of alleviating the economic and social misery of the world are being shaped. The social tensions out of which wars arise will increase or diminish, depending on how effectively the welfare problems confronting the world are met.

This issue of THE COMPASS has been planned by the National Committee on International Organization for Social Work, under the chairmanship of Mrs. Savilla Simons, to help Association members meet their first professional responsibility in the international welfare field: informing themselves about current developments and issues in international welfare programs.

The coverage of our subject is not complete. There are important problems and developments which it has not been possible to discuss. Readers will find the bibliography on page 12 a convenient source to which to turn for further reading.

There is here, however, sufficient information to enable AASW members to take initial steps in interpreting and implementing the platform statement on international social welfare adopted at the Delegate Conference last month. This platform, together with a statement on Urgent Welfare Problems Needing International Measures, is printed on page 32, and provides a basis for concerted action now by chapters and members.

This issue of THE COMPASS gives a report on the actions taken at the 1947 Delegate Conference which relate to international social welfare. The July issue will include a report of the discussions and actions taken at the Conference which relate to other areas of the Association's program.

CONTENTS

	PAGE
International Social Welfare	
Three American Pioneers	3
EDITH ABBOTT	
Urgent Measures	8
DONALD S. HOWARD	
Coordinating Voluntary Services	14
CHARLOTTE E. OWEN	
AASW Program	17
SAVILLA MILLIS SIMONS	
Shaping U. S. Foreign Policy	20
JOHN J. CHARNOW	
Fourth Session of ECOSOC.....	25
SAVILLA MILLIS SIMONS	
1947 Delegate Conference Resolutions....	29
1947 Delegate Conference Platform Statement	32
Social Action and the Social Worker.....	37
EVELINE M. BURNS	

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Three American Pioneers in International Social Welfare

Edith Abbott

OVER a long period of years many of the AASW members have belonged to international social welfare associations and have attended a great many international conferences, such as those in the field of prison reform, child welfare, public assistance, mental hygiene, settlements, immigration, housing, unemployment, labor legislation, and, more recently, in social work. During and after the war many of the social workers who were in Europe helping with the rehabilitation and relief in different countries contributed toward a new interest in international cooperation and in later international organization. The work of Dr. Reeder, for example, in Yugoslavia, after the first world war, when he persuaded the local leaders not to build institutions but to put the children in foster homes, brought to many of us a new understanding of the fact that social welfare needs and remedies are much the same everywhere.

But in this brief paper I was asked to write of three of the pioneers in the effort toward international governmental organization and social welfare,—of Miss Addams because of her long educational work in the field of international relations, and Miss Lathrop and Grace Abbott, because of their early service on League of Nations Committees. Miss Addams helped all of us to develop “a prepared mind” with



regard to international organization. Her work was unofficial; but she has left a memorable statement about her long-time international interests in those three well-known books—*Peace and Bread in Time of War*, *Women at the Hague*, and especially *The Second Twenty Years at Hull-House* in the chapter “Efforts for Peace During Five Years of War.”

INTERNATIONALISM AT HULL-HOUSE

At the time of the first world war, Grace and I were living at Hull-House; and in that early period—when immigration was at high tide, with more than a million immigrants coming in a year in comparison with the pitiful 150,000 on all the European quotas at the present time—most of the settlements had a genuine interest in international relations. I remember Grace's early study of “immigration at the source” in 1912 when she went to Croatia, Serbia, Poland, and what is now Czechoslovakia and her great

Edith Abbott is in a sense the godmother of this issue of *THE COMPASS*. Her direct contribution is in this article. Her indirect contribution, however, is found in at least three other articles prepared by her former students—Mr. Charnow, Mr. Howard, and Mrs. Simons.

The story is told of a meeting in the interior of China of UNRRA and CNRRA workers during the war which turned out to be practically an alumni meeting of the University of Chicago School of Social Service Administration. To mark the occasion, a greeting to Miss Abbott was prepared and signed by her former students—Chinese and American—who were applying Abbott doctrine in a setting which none had anticipated a few years earlier. It was at this meeting, incidentally, that the Chinese Association of Social Workers was founded.

THE COMPASS is happy to be able to bring to American social workers this record of pioneer activities in international social welfare by one who was so close to them.

interest in the work she found there. A University of Chicago professor once wrote of Miss Addams something that applied to many other settlements and their residents:

Jane Addams may not have discovered the principles of internationalism through her experience at Hull-House, but it is easily within the bounds of truth to say that she could not have lived there without practising them. . . . Altogether, they remind us that Miss Addams has seen nearly all the migrant races of the world pass by her doorstep, and has lived as a neighbor among them. One of the chief functions of Hull-House has been to welcome the stranger, to smooth the path of the immigrant, to help adjust the foreign-born generations to American life. Moreover, the political relations of European peoples to each other, the problems of oppressed nationalities, even intranational party disputes, have always been a part of the intellectual background of the settlement. Hull-House naturally came to represent an aspect of this country as an asylum for European races, impartial, sympathetic, understanding, the America to which Europe instinctively turned for help, for mediation and arbitration during the first months of the War.

Miss Addams was a good pacifist of Quaker stock, and Grace and I certainly thought we belonged in the same "category." Many of the international interests of Miss Addams grew out of her sincere belief in the possibility of finding other means than war of dealing with international disputes.

The Balkan wars which came so close to our Greek and Bulgarian neighbors at Hull-House were a great shock to all of us, but the first world war was of course a much more devastating break with the past. Miss Addams tells us of the "finer conception of patriotism" that she thought had been gradually built up. "In the genuine democracies," she had believed that "war and armed revolution were growing obsolete and inadequate and because these democracies were developing a system of life which could only be carried forward through times of uninterrupted peace, they had become impatient with war."

THE 1915 INTERNATIONAL CONFERENCE OF WOMEN

After the first world war began and in the years before our country became a belligerent nation, Miss Addams was constantly trying to organize the women to demand that other means of settling the disputes between nations must be found. In 1914 she joined with Lillian Wald of Henry Street in the Union against Militarism, of which Miss Wald was chairman. In January, 1915, Miss Adams was chairman of a large group of women who met in Washington to organize the Woman's Peace Party. In March, 1915, Miss Addams, Miss Breckinridge and Grace all spoke in a downtown theater in Chicago at a large meeting called by the "Emergency Federation of Peace Forces."

In April, 1915, a group of European women had arranged for an International Congress of

Women to meet at The Hague and Miss Addams was active in organizing an American delegation. Miss Breckinridge, Dr. Alice Hamilton and Grace—all residents of Hull-House—were among the forty-two American delegates and there were also delegates from thirteen countries.

This Congress at The Hague adopted a series of very able resolutions, some of which were not unlike the later "fourteen points" of Woodrow Wilson. First there was a protest "against the madness and the horror of war, involving as it does a reckless sacrifice of human life and the destruction of so much that humanity has labored through centuries to build up." The Congress "of different nations, classes, creeds and parties . . . united in expressing sympathy with the suffering of all, whatever their nationality," who were "fighting for their country or laboring under the burden of war." The mass of the people in each country at war believed that they were fighting "not as aggressors but in self-defence and for their national existence" and the Congress found in their common ideals "a basis upon which a magnanimous and honourable peace might be established." The governments of the world were therefore urged "to put an end to this bloodshed, and to begin peace negotiations."

There followed demands that the peace should be "permanent and therefore based on principles of justice"; and these principles were stated very clearly:

That no territory should be transferred without the consent of the men and women in it, and that the right of conquest should not be recognized.

That autonomy and a democratic parliament should not be refused to any people.

That the Governments of all nations should come to an agreement to refer future international disputes to arbitration or conciliation and to bring social, moral, and economic pressure to bear upon any country which resorts to arms. . . .

There was also a resolution on continuous mediation and one on respect for nationality and others on arbitration and conciliation, and democratic control of foreign policy. Finally there was a long resolution on international organization, including a demand for "the organization of the Society of Nations" on the basis of a constructive peace.

Miss Addams was one of the delegates appointed by the Congress to visit the war capitals, and the delegates were received by fourteen governments in Berlin, Berne, Budapest, Christiania, Copenhagen, The Hague, Havre (Belgian Government), London, Paris, Petrograd, Rome, Stockholm, Vienna, and Washington. They reported that they "heard much the same words spoken in Downing Street as in the Wilhelmstrasse," and they were convinced "that the

belligerent Governments would not be opposed to a conference of neutral nations" which "might provide the machinery which would lead to peace."

When they returned to this country, they were welcomed home by a huge mass meeting in Carnegie Hall in New York; and the City Council of Chicago later sent a formal committee of welcome to meet them in Chicago. A resolution favoring the suggestion of a neutral conference passed the U. S. Senate sponsored by Senator Robert M. La Follette.

THE WOMEN'S INTERNATIONAL LEAGUE

After the war Miss Addams went to Zurich in May, 1919, for the second International Congress of Women, renamed "The Women's International League for Peace and Freedom"; and permanent International Headquarters were established in Geneva after it had been decided to locate the League of Nations there.

After the Zurich Congress Miss Addams went into Germany with a committee of Quakers from England and the United States, to make a survey for the work undertaken by the Society of Friends in Germany as in all the other war-stricken countries. After her return from Europe, she spoke at a large number of meetings in an effort to get food and money for the relief of starving German children.

Miss Addams attended other Women's International League meetings in Europe in the decade 1920-30, and spoke in support of the League of Nations. But although she was concerned primarily in helping the world to believe in peace and in finding a way to end war, she was greatly interested in the work of the Social Questions and Health Committees of the League of Nations as promoting peace through organization for Social Welfare.

INTERNATIONALISM AT SECOND WHITE HOUSE CONFERENCE

Miss Lathrop always believed that social welfare interests were international, and she had attended various international conferences and studied the care of the mentally ill in Europe. Later she went around the world and continued to find social welfare institutions interesting and instructive everywhere. As chief of the Children's Bureau she organized a Conference on Child Welfare Standards as a concluding activity of what she called the "Children's Year"—1918-19. She thought that "because of the extraordinary work for the protection of childhood carried on abroad under war conditions," this conference (now called the Second White House Conference) should bring some foreign child welfare

experts to this country and give the conference an international character. She decided also that instead of having a conference only in Washington, the foreign visitors should be taken across the continent to participate in conferences in different cities. It seemed difficult and time consuming to make the necessary plans by correspondence, and Miss Lathrop and Grace finally went abroad together to London, Paris, and Brussels. Miss Lathrop returned quite promptly, leaving Grace to follow through on various possibilities in other countries, so that Grace remained abroad until late in March completing arrangements for conference guests and getting a new view of the postwar work that was being done for children in different countries. Eleven delegates from Europe finally attended this series of Children's Year conferences and Miss Lathrop said that "their coming to this country . . . gave signal proof of the new international sense of responsibility for child welfare."

Miss Addams, Miss Lathrop, and Grace were all hopeful that we would join the League of Nations, and our failure to do this was a great disappointment.

LEAGUE COMMITTEE ON WOMEN AND CHILDREN

In the autumn of 1922, after Grace had become chief of the Children's Bureau and, of course, after our country had refused to join the League, she was surprised to be asked by the State Department to serve in an "unofficial advisory and consultative capacity" as a delegate from the United States to the League of Nations Committee on the Traffic in Women and Children; and she went to Geneva for the committee meeting the following spring. She was, I believe, the first American delegate to serve on any committee of the League. She found one other woman among the ten delegates—a woman doctor from Uruguay. But there were five assessors representing private organizations, and four of the assessors were women.

The "traffic" was one of the few subjects as to which there had been international legislation or international agreement for legislation before the first world war. Grace had been concerned with this subject during the years when she was director of the Immigrants' Protective League of Chicago, and she had long been convinced that this was a social evil that could be dealt with effectively only on an international basis. The first international White Slave Conference had been held in 1902; the United States was represented at that conference and later acceded to the international agreement of 1904, which grew out of the conference. A second conference, at which the United States was again represented, had been held in 1910 and by the convention of that

year, the thirteen signatory nations undertook to make the procuring or enticing for immoral purposes of a woman or girl under age with or without her consent, or a woman or girl over age without her consent, a punishable and extraditable offense. The United States government had not signed the convention but had reported that it was in sympathy with the proposals, but under our Constitution this came within the legislative field of the states, not the federal government. On the basis of these earlier international conferences and conventions Grace wrote that "it was to be expected that the Treaty of Versailles would include this subject," and this was one of the subjects included in the covenant.

THE SURVEY OF TRAFFIC IN WOMEN

At this 1923 meeting in Geneva, Grace made her well-known proposal for the great series of investigations of the "traffic" by a body of experts, which led to the important series of reports issued by the League of Nations on the "Traffic in Women and Children."

International organizations present some difficult problems—but they are so necessary that the difficulties are worth while. It is not easy to disagree with officials or delegates of other countries, and they often seem to be very resistant! Grace certainly did not think that the European gentlemen were always reasonable or wise; and I am sure that they thought the American delegate, with her clear thinking, plain speaking, and determination to get something more than talk out of a conference, was not a simple person to deal with.

Grace's important 1923 proposal for a commission of experts to study the "traffic" certainly met some vigorous opposition. One important delegate (from a country that did not want its system of regulation exposed) thought that each nation should make its own investigations within its boundaries and then the results could be pooled. His amendment to Grace's proposal for an international commission of experts was long discussed. The official record shows that she argued for an inquiry on an international rather than a national basis because,

in order to ascertain the necessary facts, not only the situation inside the country from which the victims were abducted, but also the situation in the country to which they were taken, would have to be studied. No single Government could make so exhaustive an enquiry, since it involved investigations not only into the conditions within its own territory, but also within the territories of every other State where the traffickers were at work.

The delegates from three countries finally voted against Grace's motion, but it was carried by a five to three vote.

Grace had held out the hope in Geneva that the very large funds needed for the investigation of the "traffic" might be found in this country;

and when she returned she secured these funds from an American Foundation, with the help of Dr. William F. Snow, of the American Social Hygiene Association, and the same Foundation later also contributed to the work of the Child Welfare Committee.

LEAGUE RECOGNIZES CHILD WELFARE

Grace did not go to Geneva in 1924, partly because she could not take the time as she was president of the National Conference of Social Work that year. But she returned to Geneva for the 1925 committee meeting when she succeeded in bringing about an important change in the scope of the committee's work. She wanted a Child Welfare Committee that was separate from the "Traffic" Committee. Although this Committee's work was largely concerned with safeguarding children and young women, she was clear that there should be under the League of Nations a committee concerned with the more normal and hopeful aspects of the lives of children, and she wanted to end what she called an "unholy alliance of child welfare and the traffic in women."

Grace submitted a memorandum at this session pointing out that the Assembly of the League had taken over the work of the International Association for the Protection of Children and in so doing had indicated that in the field of child welfare, the League could "most usefully concern itself with the study of those problems on which the comparison of the methods and experiences of different countries . . . may be likely to assist the government in dealing with such problems." Grace said in the memorandum prepared at the request of the Secretary of the Committee:

Approached in the scientific spirit, the experience of each country should be a part of the common experience which we should all take into consideration in our decisions as to what is in the interest of children. For this reason, the most useful function which the League can perform in this field would seem to be to assemble and make available to experts in child welfare the facts about the present conditions of children and what has been found possible and practical under given conditions in different countries.

The League has taken over the official activities of the International Association formed at Brussels. There will be a very great loss if in doing this the field is so divided that the central idea—its real reason for existence—is lost. The peculiar usefulness of a Committee on Children or Child Welfare formed by the League would seem to be to promote conferences of experts, to assemble and disseminate information as to successful undertakings in behalf of children in all parts of the world, and to investigate and make recommendations as to international action that from time to time may be needed.

Finally, at this session, the old committee became the "Advisory Commission for the Protection and Welfare of Children and Young People," and this commission was made up of two committees—the old Traffic Committee and a new Child Welfare Committee. In an article

in the *Survey*, a well known journalist wrote from Geneva of this 1925 Committee meeting:

While the ponderous and much advertised International Conference on Traffic in Arms and Munitions of War was dragging its tortuous and voluble way toward its end in Nothing Much . . . in another part of the great headquarters of the League of Nations a vastly important and significant thing came to a head. . . . The fifty-five countries organized in the League of Nations took formal notice of the Little Child. It was a momentous noticing . . . that surpassed in importance anything else that has been done by the League or by anybody else in a very long time. . . .

Grace Abbott felt compunctions about voting on the budget of the Committee, since her government was not contributing a penny to its funds. By the same token, since her relation to the Committee was "consultative" (under the extraordinarily anomalous conditions of American official relationship with the League), she declined election as its vice-president . . . but the new child welfare work goes a long way toward offsetting the attitude which her official position forced her to take. . . . Grace Abbott thought she couldn't properly be vice-president, but she was a whole team of horses on the job!

Grace had objected to the fact that on the Traffic Committee the assessors representing private organizations were all Europeans, and the western hemisphere was entirely unrepresented. She urged that new assessors should be added who were specialists in child welfare and suggested that there should be an assessor representing our National Conference of Social Work, and she hoped this would be Julia Lathrop, one representing the Canadian Child Welfare Council (Charlotte Whitton), and one from South America representing the Pan American Child Congress. This was finally done, and the work of Julia Lathrop on the Child Welfare Committee began. Miss Lathrop went to Geneva for several of the committee meetings and worked hard to try to have a broad child welfare program adopted. But it was uphill work.

Grace went to another meeting of the Traffic Committee in 1930, when plans were being made for the expert study of the "traffic" in the Orient. But she did not return for any later meetings of the Child Welfare Committee. I have said that international organizations are difficult. I have heard Julia Lathrop tell of the plans that she and Charlotte Whitton would make when the Child Welfare Committee was in session. They would agree as to which one of them would make a motion and then the other one would second it, because otherwise there would be no second to the motion.

SOCIAL WELFARE IN THE I.L.O.

In international as in national, state, or local affairs there is no hard and fast line between what may be classified as belonging in a "social welfare" category or department and what belongs in a labor department. Housing is an example, unemployment relief as well as child labor, night work, or social insurance are also

examples. Therefore we might also take note here of the social worker's interest in the International Labor Organization. Miss Lathrop as chief of the Children's Bureau arranged for Grace to go to London in 1919 to represent the Bureau at the organizing conference that planned the I.L.O., and Grace was chairman of the Committee on Child Labor then and at the meeting in Washington later that summer. She thought it was a great loss to us as well as an international loss that we did not join the I.L.O. and she had great respect for the work that was being done by this new international organization that certainly included many subjects that concern social workers. It was not until Grace had left the Children's Bureau and had returned to Chicago that our government finally joined the I.L.O.; and, in 1935, Grace was appointed the first American government delegate to the I.L.O. Conference in Geneva that spring. Again in 1937 she was the government delegate and therefore the chairman of the American delegation for the I.L.O. Conference. Other American social workers have participated in the I.L.O. meetings and have served on their committees on down to the present time—and I am sorry not to attempt any account here of their work.

The later chapters of the story of international social welfare beginnings at Geneva can be told by Katharine Lenroot and Martha Eliot of the U. S. Children's Bureau, by Charlotte Whitton of Canada, and Elsa Castendyck of the Children's Bureau, and by Frieda Miller of the Women's Bureau. I was asked to tell something of the beginnings of this work nearly twenty-five years ago.

FAITH IN A VISION SPLENDID

Governor Winant, so well known for his work at Geneva and recently at the United Nations, said of Miss Lathrop and Grace:

Miss Abbott lived to see part of her vision of that brave and unselfish new world of 1919 dwindle into eclipse, but with that courage of heart which was hers, she accepted rebuff but not defeat. She looked to a new realignment, and ultimately to international collaboration in humanitarian effort, divorced entirely from the intricacies of international politics. She and Miss Lathrop both, even to the last months of their lives, never lost faith in their vision splendid, that about the central fact of the dignity and divinity of human life, men of all states and races would yet find a common brotherhood in which peace and well-being would eternally abide. In that belief each lived and served, not only her own land and day, but the children of all nations and of days yet to come.

There was, of course, other social welfare work done by the League of Nations—notably the splendid refugee work done by the great Norwegian Nansen, but it was not done by social workers. Then there was also under the Social Questions Committee of the League the

(Continued on page 36)

URGENT INTERNATIONAL WELFARE MEASURES

—Our Responsibility

Donald S. Howard

WHETHER international welfare services now being planned will succeed, will prove to be only a hollow mockery, or will abjectly fail, will depend on whether or not imperatively needed action is taken—and in time. Actions required include some that must be taken by the United Nations, some by governments of other countries. What concerns us here, however, are the actions that must be taken by Congress, by the administration, and by professional social workers here in the United States. All these, of course, will require the understanding and support of the American people.

In a true democracy public opinion is the only factor which can ultimately block governmental action. Sooner or later, Congress and the administration must accede to public opinion. It is, therefore, of the greatest importance that the American people not only support the actions already taken by Congress and the administration but also that they set the pace when Congress and the administration seem to be too timid.

ISSUES BEFORE CONGRESS

International welfare measures which, at this writing, are pending in Congress, and on which immediate action is required are: (1) provision of relief to countries lacking essential subsistence supplies; (2) approval of United States participation in and the appropriation of funds for the International Refugee Organization (IRO); (3) continued provision for displaced persons in Germany and Austria; (4) relaxation of limitations upon immigration to permit admission to the United States of a prescribed number of displaced persons; (5) participation in the work

of the World Health Organization (WHO); and (6) relief to Germany and Austria.

Foreign Relief Appropriations. The proposal, now before Congress, for a relief appropriation of \$350,000,000 for relief in six countries (Austria, Greece, Hungary, Italy, Poland, and China) is, perhaps, a reasonable proportion of the total relief thought to be needed by the five European countries. The amount does not, however, appear to provide this government's fair share of relief likely to be needed by China. Neither does it include anything for other countries, as for example, Yugoslavia, which an official United Nations Committee recently estimated would require \$68,200,000 in relief in 1947.

Inasmuch as it was the United States which prevented the United Nations from establishing appropriate international machinery which could have assured equitable treatment to all countries in need of relief supplies, the United States has a special responsibility to see that necessary provision is made for needs left unmet because other potential contributors, acting unilaterally, fail to meet their fair share of the total needs.

Although the largest proportion of the relief appropriations might well be made available to other countries in the form of credits to be used for the purchase of supplies available in this country, at least part of the appropriations should be available in foreign exchange to permit receiving countries to purchase what they need where they can buy to the best advantage or to enable them to procure needed supplies not available from this country.

Don Howard writes on international welfare problems from a peculiar vantage point. He knows these problems as one who worked in international welfare programs during the war. He knows them also as a research staff member of the Russell Sage Foundation, where he is Director of the Department of Social Work Administration.

Back in the days before UNRRA had yet been created, Mr. Howard was loaned to the State Department to assist in planning an international welfare program. When UNRRA was established, he became head of its Research and Studies Branch in the Welfare Division, where he played an active role in formulating the basic policies on which UNRRA was to operate. He later served overseas with UNRRA in London and France, and was subsequently transferred to China, where he was Deputy Director of the UNRRA China Office in charge of health, welfare and displaced persons services.

Entering social work at the beginning of the depression, Mr. Howard sees many of the issues which were thrashed out in those days cropping up now for solution in the international field.

Countries lacking foreign exchange with which to purchase essentials to life and health should be provided with the necessary supplies free of charge, not on a loan basis. The unhappy experience with food "loans" after World War I is not something we should deliberately choose to repeat. Furthermore, even if relief loans could today be negotiated on a sounder basis than seemed possible some thirty years ago, it would still be a question as to whether this should be done. Countries lacking foreign exchange for essential relief supplies should, perhaps, be encouraged to use their borrowing power for rehabilitation and reconstruction goods and equipment, thus hastening the day when relief supplies will no longer have to be imported.

In passing, it might also be pointed out that if countries are compelled to repay the cost of relief supplies, the term "relief" is inappropriate and its use in this connection can only cause confusion—as it did after World War I.

Still another issue involved in the \$350,000,000 appropriation is the method of its administration. Will the right of other governments to work out their own plans in their own way be respected? Will professionally competent personnel be available to advise governments wishing consultation with respect to best methods of administration?

International Refugee Organization. A second important action pending before Congress is ratification of the constitution of the IRO and the appropriation of \$75,000,000 recommended for that organization by President Truman. Delay on these matters can only jeopardize the future of the IRO and further deepen the anxiety and distress of hundreds of thousands of displaced persons desperately seeking a new lease on life.

Interim Care of Displaced Persons. Until such time as the IRO can assume responsibility for the world's displaced persons, the military authorities now assuring their care must continue to do so. To this end, Congress has been asked to appropriate the \$300,000,000 estimated by the War Department as necessary to permit the United States government to continue responsibility for these displaced persons in the American zones of Germany and Austria.

Immigration to the U. S. If this country is really to help displaced persons to live, Congress must also modify existing limitations on immigration so as to admit to the United States over the next four years some 400,000 persons—less than half of the unfilled quotas of 900,000

which might have been filled during the past several years but which were unused because of the war.

World Health Organization. Participation of the United States in the work of WHO also awaits Congressional action as does the provision of relief to Germany and Austria.

Relief to Ex-Enemy Countries. Despite the bitterness the American people may feel because of the necessity of pouring relief into an ex-enemy country, this responsibility is inescapable if the United States is to practice what, for the past several years, it has been preaching about the indefensibility of discrimination in the administration of relief. However, unless assistance is given to other equally needy countries also, assistance to Germany is likely to raise the charge that this country is guilty of favoritism toward an ex-enemy. Preferential treatment of this kind might be interpreted as further evidence that the United States is attempting to raise a bulwark against the USSR. Or, perhaps, relief to Germany may be said to be intended to simplify the task of American soldiers there. Whatever may be the reason for helping Germany, our government must make sure that needed relief is equally available to our ex-allies also, even though political differences may temporarily cloud our relationships with them. Bitterness and resentment on the part of other countries, is too high a price to pay for the friendship of Germany.

Action on the proposals already described has already been recommended to Congress by the administration. But if action—to say nothing of the most desirable kind of action—is to be assured, all interested parties must convey their views to Congress. They must also let the administration know where they stand and must work to secure from various representative groups throughout the country clear expressions of their views also.

ISSUES AWAITING ACTION BY THE ADMINISTRATION

Important questions on which the administration has not yet requested Congressional action, but upon which Congress must act are: (1) the appropriation of funds for the International Emergency Children's Fund, and (2) an appropriation to the IRO for large-scale resettlement of displaced persons. The administration should also bend every effort to improve and extend international cooperation in the welfare field.

International Emergency Children's Fund. The Children's Fund, which hopes to provide a supplementary ration of 700 calories for some

20,000,000 children, estimates that this will cost approximately \$400,000,000 a year. An additional \$50,000,000 is estimated to be needed for clothing. Still more funds will be required if the Fund is to launch out vigorously on a program of rehabilitation of children and youths as prescribed by its charter. The United States share of the cost of this program certainly should be not less than \$100,000,000.

The Children's Fund unfortunately cannot be expected really to aid the world's children unless the general relief measures already discussed are also adequately financed. A supplemental ration of 700 calories won't reach very far unless there's something to supplement. A child saved isn't very well served unless his family too survives.

Unilateral Versus International Welfare Programs. This fact, among others, highlights still another responsibility confronting the United States government, to work toward integrated United Nations machinery to see and serve the world's relief and welfare needs as a whole. The present patchwork of agencies and services is costly and ineffective. The United States should take the lead in establishing a unified and broad-gauge international social welfare organization (comparable in its field with WHO and UNESCO in theirs) responsible for seeing that unmet welfare needs of all kinds are properly provided for by international action.

In the meantime the United States government, in cooperation with like-minded governments among the United Nations, should also do all in its power to strengthen and make more effective all international agencies responsible for social welfare services, thus speeding the day when unilateral approaches to world needs may be abandoned in favor of world cooperation.

We must also remember that no nation can eschew international cooperation merely because it cannot always have its own way. In no democracy—whether it is a family or the General Assembly of the United Nations—can one expect this. Just as the head of a family cannot always have his way, inasmuch as children, too, have rights, so also must it be expected that members of an international relief organization may not always have their way. Other members have rights, too. Not even the largest contributor to international relief operations can expect to be satisfied with every detail of administration any more than the largest taxpayer in a community can expect the local department of public welfare to deny assistance to applicants until they have his personal endorsement.

Non-Discriminatory Relief Giving. Until international cooperation becomes a reality—and, so long as the United States perseveres in its unilateral policy in world relief matters—this government should spare no effort to assure fair and non-discriminatory administration of relief not only between groups within a given country but also between one country and another. Attempts on the part of any government to use relief as a political tool in any part of the world can only taint with suspicion and resentment all relief—including that within its own borders—administered by that government.

A Resettlement Program. Provision for large-scale resettlement is not included in the IRO budget to which member governments are obligated to contribute. However, the IRO will require a generous American contribution if it is seriously to promote large-scale resettlement and to take over the work of the existing Intergovernmental Committee on Refugees which has estimated its requirements for resettlement work during the first half of 1947 alone at some \$10,000,000.

Under existing arrangements, the IRO can become a reality only when the charter is signed by 15 governments contributing at least 75 per cent of its budget. At this writing, some three months after the IRO charter was approved by the United Nations, it has been signed by only 12 governments which are expected to contribute only about 70 per cent of its budget. If sufficient further signatures are not immediately forthcoming, the United States government should lead the United Nations in arriving at some new formula under which this all-important IRO can get going.

Another problem, but one of much less popular appeal than that of caring for United Nations displaced persons through the IRO, is the protection of those millions of Germans who have been expelled from other countries and forced to return to Germany or have been driven from their homes because of boundary revisions. Unless the United States takes the lead in a constructive solution of housing, employment, and other problems resulting from this mass trek of uprooted persons, the resulting social ills are likely to gnaw cancerously at the vitals of world security for a long time.

ISSUES BEFORE THE AMERICAN PEOPLE

Questions confronting the Congress and the administration are, of course, before the American people also. The people should, therefore, be encouraged to think about and express their opinion on the problems already discussed. However, these are only a part of larger and longer-range issues. Appropriations made for

this year will doubtless have to be renewed—perhaps for many years. Once the IRO and possibly other international agencies are established, they may need to be continued for a long time to come. Likewise, campaigns for funds for the international services of voluntary agencies are likely to be with us for many years. And what will the American people think about this long pull?

Although it is too early to predict the distant future, it is already certain that the American people can come to know their own minds on these issues only if they have full opportunity to understand the nature and extent of the needs to be met; their importance to human well-being and to world peace; and the necessity of applying to international relief and welfare services those administrative principles and practices found through long experience to be indispensable to the effective administration of domestic relief programs.

Relief as Political Tool. For example, experience (much of it bitter) has taught us that if relief recipients are not to be exploited but are to be served constructively, relief must be dissociated from all attempts to control people politically. Giving or withholding the essentials of life on condition that the recipients perform (or refrain from doing) some specified political act, is nothing less than enslavement. This is true whether the recipient is an individual or a nation.

Do We Want Gratitude? Still another lesson which the American people would do well to keep in mind is one which has been repeated over hundreds of years by some of the world's greatest teachers. Among these was Maimonides, who, when defining eight degrees of charity, gave seventh place (superseded only by the prevention of poverty) to that charity in which the benefactor does not know the relieved persons, nor they the names of their benefactors. Similarly, another teacher—regarded by many as the greatest ever—once grimly rebuked hypocrites of his day for sounding trumpets in the streets when they did their alms. Rather, he urged, alms should be given in secret.

This lesson is particularly significant today in view of efforts being made by the administration and Congress to advertise American generosity, and thus to induce due "appreciation" among receiving countries. Deliberate advertising of generosity in a conscious attempt to win appreciation is destructive of good human relations whether these are between individuals or nations. Publicity which calls attention to a donor's gift inevitably calls attention also to a recipient's need. What gives birth to pride on one hand, breeds shame on the other.

It is no accident that with the growth of democracy relief-giving has moved away from the person-to-person charity of earlier years which placed recipients under obligation to—if not under the control of—their "benefactors." Increasingly, assistance is being provided through agencies, anonymously and more democratically. If the object of international relief is not to humiliate recipients but is, rather, to help build world unity, attention must be given to what long experience has taught about how not to help people who are in trouble.

Only when international relief—like its domestic counterpart—is regarded as a democratic sharing on the part of those who "have," regardless of the color, religion, social creed or any other characteristic of those who "have not," can international welfare services become the constructive and unifying social forces that domestic services have become.

Along the home front, we have learned to use the police, courts, jails and other appropriate instruments to control persons whose behavior is regarded as harmful to the community. Attempting to do this by withholding from needy persons the essentials of life was found to aggravate, not solve, the problems confronted. This lesson now needs to be applied in the international field also. Here, we have navies, Security Councils, and Conferences of Foreign Ministers through which to solve political problems. Relief—which is a poor political weapon in any case—must be reserved for its proper role: assistance to people in need regardless of why they are in need, who they are, or where.

PROBLEMS CONFRONTING THE SOCIAL WORK PROFESSION

As citizens, social workers, of course, are concerned with welfare measures confronting Congress, the administration, and the American people as a whole. However, because of their deep interest in and special knowledge of social welfare needs and services, social workers must take a leading part in helping the American people fully to understand the issues at stake and to do all in their power to see that the course taken by our government is the best that can be pursued under prevailing circumstances.

Then, having helped to do all this, social workers must do more. They must harness their special knowledge and skills to the solution of social problems and to the administration of social services in all parts of the world. In some instances this will be done through direct participation in these services.

Problem of Serving in Unilateral Programs. At least occasionally social workers will be confronted with the necessity of deciding whether

or not to aid in the administration of a program (such as America's unilateral relief program for 1947) which they would greatly prefer to see administered on a different basis. Those confronted with such a decision (as well as those who remain on the sidelines) will profitably recall the fine professional contribution rendered by social workers working with the War Relocation Authority who helped to carry out in the best possible way a policy which was generally regarded as unnecessary and even grossly unjust.

Helping Foreign Personnel in U. S. For those American social workers who are not called upon to serve abroad or in direct association with international welfare measures, there are other tasks. Social workers from other countries will be coming to this country to study. They will need all the help they can get in understanding the real essence rather than merely the outward form of our social welfare services. Unless this is understood they will be handicapped in their attempts to apply in their own countries what they learn here. Similarly, social work students from other countries will need help in seeing the inter-relationship between our social services and our culture so that they may think as realistically as possible about how to apply, in a different cultural setting, the knowledge gained in this country.

American social workers may also assist social workers from other countries through analysis, interpretation, discussion and writing about the essence of their own work and what it means for others who may be working in quite a different social milieu.

Not the least important responsibility of American social workers toward international welfare services is to learn from them. The achievements of other countries can do much to help us improve the level of our own performance. Fresh breezes are blowing along the international welfare front. These can bring

new life and growth to American social services if we are sufficiently alert to take advantage of them.

International Organization of Social Workers. Although social workers will be concerned with the manner in which international social welfare services are organized, they must also give attention to the way in which professional social workers around the world are organized.

In the past there have been, for example, the International Conference of Social Work, the International Association of Schools of Social Work, the International Association of Social Workers. In this country we have also had Hospitès, which has been concerned largely with assistance to social workers who had to flee from Nazi persecution or who, in their own countries, presented special needs.

Most of these organizations are today badly disrupted as a result of the war. However, now that lines of communication are being re-established, what form should these organizations take? Are all needed? Should some, perhaps, be merged? What work should be undertaken?

To these questions American social workers must give thought and, in cooperation with colleagues in other countries, determine how the social workers of the world may cooperate most effectively in contributing their special knowledge and skills to the solution of the many grievous problems confronting the profession.

These, then, are some of the international social welfare problems presently before social workers, the American people, their Congress, and the national administration. But it is to the social workers of the country that these problems constitute a special challenge. Responsibilities resting upon American social workers collectively can successfully be met only through the discharge of the particular responsibility resting upon each professional person individually.

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COORDINATING VOLUNTARY FOREIGN SERVICE PROGRAMS

Charlotte E. Owen

IN the short span of its life, the American Council of Voluntary Agencies for Foreign Service has become an important part of the coordinating machinery for international relief. It cooperated effectively with UNRRA in planning, staffing and operating services for displaced persons and for other nationals of the UNRRA-aided countries, and it is continuing its cooperative services with the appropriate divisions of the United Nations Secretariat and the developing international specialized agencies.

ESTABLISHMENT OF THE COUNCIL

The impact of world events brought the American Council into being. In New York in 1943 fifteen voluntary agencies culminated months of informal cooperation with respect to programs then developing in the Middle East by forming the American Council of Voluntary Agencies for Foreign Service. The roster of charter agencies included many long identified with overseas relief and assistance, and represented all religious faiths. It is an imposing list and well worth recording here: American ORT Federation, Greek War Relief Association, Church Committee on Overseas Relief and Reconstruction, International Rescue and Relief Committee, National Board YWCA, Near East Foundation, American Jewish Joint Distribution Committee, Unitarian Service Committee, American Friends Service Committee, American Committee for Christian Refugees, International

Migration Service, International Committee of YMCA's, Brethren Service Committee, Menonite Central Committee, National Catholic Welfare Conference and the Congregational Christian Service Committee.

The American Red Cross, as a quasi-governmental agency, is not a member of the Council, although it has worked closely with a number of council committees. Its overseas program, while large, is therefore not included in this discussion. Between 1939 and the present, the American Red Cross made available over \$150,000,000 worth of relief supplies to 46 countries. These supplies were largely distributed through the National Red Cross Societies of the recipient countries, with small staffs of American workers observing and supervising the distributions. The current International Activi-

One of the outstanding jobs of community organization on the national level during the war was the coordination of American voluntary efforts for foreign relief. In this article Charlotte Owen, Executive Secretary of the American Council of Voluntary Agencies for Foreign Service, tells how this job was done. A former council of social agencies executive, Miss Owen finds the problems of coordinating foreign voluntary welfare services are not too different from those encountered in a council in a Connecticut town. If there is a difference, it is in the unusual degree of initiative taken by the foreign service agencies in pooling their resources for a common objective.

ties program of the American Red Cross, in addition to material assistance, provides for scholarships, fellowships, and study visits for foreign Red Cross personnel, making available advisory technical specialists in Red Cross programs, exchange of personnel and of cultural information and materials between the American Red Cross and other Red Cross Societies.

The American Council has an enviable record for concerted action by its member agencies, which now number 53 and whose 1947 projected programs total \$200,000,000. Through its master working agreements negotiated with military and governmental authorities, it has provided the framework within which the programs of the voluntary agencies can be carried on. In negotiating these agreements it has continuously reflected the accepted American principle that the supplying of basic relief needs is a governmental responsibility, and that the role of the voluntary agency is to provide supplementary individual and demonstration services. It has also focused attention upon the necessity for working with the indigenous voluntary as well as governmental agencies to assist them to prepare to take over essential services.

METHOD OF OPERATION

The American Council carries on its work through area and functional committees, which are established upon request of two or more members, to deal with particular branches of the work of relief and rehabilitation. Agencies having experience or special interests in particular geographic areas work on the area committees to chart agency resources and consider programs for service in those areas. Similarly, agencies with special interests or experience in such fields as services to displaced persons, child welfare, material aid, and cooperatives constitute the membership of the functional committees. Action taken in the committees or in the Council does not bind the members and does not limit their activities except with their consent. The Council endeavors through its procedures to achieve unity of plan and coordination of effort—voluntary, governmental, and intergovernmental—to help realize the desire of the American people to alleviate the suffering of the war-stricken peoples abroad.

THE OUTPOST COUNCILS

Very early the area committees of the Council began consideration of the needs of the various countries and how best to provide the supplementary services which the voluntary agencies are equipped to give. As the agencies went into active field operations, the Council sponsored

"outpost" councils in countries of operation to permit on-the-spot exchange of experience. The country councils include representation from the appropriate governmental ministries, and the indigenous voluntary agencies as well as the foreign relief agencies. In the UNRRA countries representatives of the UNRRA Mission have worked closely with the committees; in the non-UNRRA countries these councils have been the primary instrument for coordination of relief from abroad and for cooperative planning of services with the government of the country concerned. These cooperative councils now meet in Austria, France, Italy, Greece, Poland, Czechoslovakia and the Philippines; a committee has existed for years in China, and in Germany and Japan have become actual operating units.

Due to the war, there has been a pronounced growth in the coordination of public and voluntary services in many foreign countries. The Volkherstal in the Netherlands, *Entr'aide Française* in France, *ENDSI* in Italy, *CNRRA* in China and the newly formed Central Committees in Germany and Japan illustrate this development. These coordinating bodies, with responsibility for welfare planning, desire assistance from abroad but prefer to direct it into channels where there are gaps in services which cannot be given by the indigenous agencies. The combining of foreign voluntary agencies into Cooperating Councils has facilitated interchange of opinion with the indigenous coordinating bodies, and has undoubtedly led to much better understanding and speedier solution of common problems.

In Great Britain, Canada, Australia and New Zealand councils similar in many respects to the American Council also were active during the war. While not joined in one international body these Councils have provided a means of interchange of plans and effective cooperation in field operations of their constituent agencies. When the UNRRA took over the OFRRO and MERRA operations previously carried on by the United States and Great Britain in the Middle East, the voluntary agencies arranged through their Councils basic plans for continued service.

At its Sixth Council Session in December 1946 UNRRA recognized the "debt owed to these voluntary agencies and their staffs by all who have received their aid" in a resolution expressing its "deep appreciation for their efforts and accomplishments . . . and the hope that there will be an intensified continuation of their services in cooperation not only with the remaining UNRRA programs but with any other programs undertaken by interim and successor intergovernmental organizations for health, welfare and rehabilitation."

COOPERATIVE UNDERTAKINGS

For the most part the members of the American Council have depended upon informal cooperative arrangements to implement the decisions taken jointly. But four cooperative agencies—The Central Location Index, CARE, CRALOG and LARA—have been formed by the agencies in response to demonstrated need for more formal means to assure services for which there is general acceptance of need.

Formation of The Central Location Index was, in fact, simultaneous with the organization of the Council itself. Seven agencies faced with a multitude of inquiries from overseas seeking relatives in this country, agreed to pool the responsibility for providing this service. The Central Location Index was organized for this purpose, not only serving the agencies which set it up but also, through member agencies, providing a source of information for other organizations, preventing duplication and providing more efficient service. UNRRA and the military authorities were urged to provide a similar central clearing house abroad. The resulting close cooperation with the UNRRA Tracing Bureau Service has resulted in many reunions and provided the basis for constructive service to war separated families.

CARE—Cooperative for American Remittances for Europe—a non-profit package service, was formed by twenty-six relief organizations, to assure delivery to individuals abroad of relief goods provided by individuals in America. Since no voluntary agency was equipped to render this service the voluntary agencies sponsored the new organization, which operated as a committee of the Council until fully established and ready for operation. Through its services individuals in America have forwarded relief to individuals in fourteen European countries totalling \$18,000,000.

CRALOG—Council of Relief Agencies Licensed to Operate in Germany—was organized by sixteen Council member agencies, mainly the church and labor groups, to undertake relief operations among the German civilian population. Under the plan of operation, a German Central Committee, representative of Military Government, German Public Health and Welfare agencies and private relief agencies, coordinates all private relief efforts. Eight American representatives of CRALOG act as liaison with the Military, the German Central Committee and the approved private agencies; the military provide transportation, warehousing, etc., as required. Started in the American Zone, the British and French Zones have approved the plan of operation and shipments are under way.

LARA—Licensed Agencies for Relief in Asia—was likewise established by twelve Council member agencies to undertake joint operations in Japan and Korea. Okinawa has recently been added to the list. At the invitation of SCAP (Supreme Command Allied Powers) two representatives of LARA arrived in Japan in June 1946 to determine the program and negotiate the agreement for operations. Procedures have been set up by LARA with the Japanese Government to provide for allocation and distribution of LARA supplies through a Japanese Central Committee, representative of SCAP and Japanese public and private welfare leaders. The Japanese Ministry recognizes this committee as its arm in the execution of the relief program, which under the SCAP directive is considered a problem of the Japanese Government.

DISPLACED PERSONS SERVICES

Problems of displaced persons have occupied a considerable part of the activities of the Council. More than two-thirds of its agencies are concerned with some phase of activities on behalf of these victims of Nazi aggression. The Displaced Persons Committee has worked closely with the Intergovernmental Committee for Refugees, the UNRRA and with various divisions of the Department of State as well as with the Immigration and Naturalization Service of the Department of Justice. In November 1945 the Council undertook an intensive study to evaluate current services of the voluntary agencies to displaced persons. The findings of that study, published in June, 1946, has become an important source of information for governmental and intergovernmental bodies as well as for the voluntary agencies. The National Citizens Committee on Displaced Persons was organized in accordance with one recommendation of the survey. It has embarked on a program of publicity and promotion designed to bring to America a realization of its obligation to aid DP'S to reestablish themselves, and to assure appropriate official action as required.

A special committee of the American Council was formed at the request of the Secretariat of the United Nations to assist in planning for a continuation of the services of voluntary agencies to displaced persons in connection with the new International Refugee Organization. A master agreement has been drawn up to guide IRO in negotiating operational agreements with individual agencies and it is anticipated that the American Council and the IRO will shortly sign this master agreement, which at the moment is being discussed in the field by Mr. Arthur J. Altmeyer, Director of the Preparatory Commission for IRO, and field representatives of the voluntary agencies.

(Continued on page 40)

THE PROGRAM OF AASW

Savilla Millis Simons

THE AASW has concerned itself with international social services ever since the United States began to take a part in building the United Nations for non-military purposes. Our program has included both formulating principles on the organization and administration of social welfare programs in the international field and promoting these principles in the development of international organization and in the initiation of welfare activities.

1944 STATEMENT ON RELIEF AND REHABILITATION

Soon after UNRRA—the first operating agency of the United Nations—was established, AASW adopted at its 1944 Delegate Conference a Statement of Principles on International Relief and Rehabilitation. This statement brought to bear the accumulated knowledge of our members on certain aspects of a social welfare program under intergovernmental auspices. It set forth principles on standards of eligibility, nature of the program, and qualifications for staff for an international relief and rehabilitation program.

PROMOTION OF INTERNATIONAL WELFARE ORGANIZATION

This effort to promote good social work principles in emergency relief was followed by active work for a permanent and comprehensive intergovernmental organization for social welfare.

At the time that the United Nations Conference on International Organization was held in San Francisco in April, 1945, AASW sent a letter to the Secretary of State and to the members of the U. S. Delegation urging international organization in the social welfare field. Such organization, however, was not considered at the San Francisco meeting.

Later in the year the Association took the lead in bringing together representatives of national social work organizations and officials of the State Department, other government agencies, and UNRRA to discuss next steps in promoting an international welfare organization. At this meeting it was decided to draw up a proposal for a welfare organization and to submit it to the Department of State and to interested groups in other countries. After the draft of a proposal had been endorsed by a conference of representatives of national social work organiza-

tions in December, 1945, it was presented to the Secretary of State. It was later given to members of the Temporary Social Commission of the Economic and Social Council of the United Nations when this Commission met in April, 1946, to make recommendations on organization in the social field.

AASW took a prominent part in drafting and promoting this proposal. Mr. Joseph P. Anderson, executive secretary of the Association, served as chairman both of the steering committee to draft the proposal and of its successor, a committee of the National Welfare Assembly. This latter committee is now serving as the coordinating body among American social work organizations to promote international organization in the welfare field. In 1945 AASW set up its Committee on International Organization for Social Work. This AASW committee is represented on the National Social Welfare Assembly's committee and has worked in close cooperation with it.

PLATFORM ON INTERNATIONAL COOPERATION FOR SOCIAL WELFARE

During the last year some significant steps have been taken in intergovernmental planning for social welfare. These included on the positive side the setting up of three new bodies—the

Mrs. Simons is Chief of the Division of International Relations in the Office of Inter-Agency and International Relations of the Federal Security Agency. Mrs. Simons has followed closely the development of international welfare bodies. She has served as technical assistant to Mrs. Ellen S. Woodward, U. S. member on the Standing Technical Committee on Welfare of UNRRA and as an observer from the Social Security Board at the meetings of the Temporary Social Commission of the United Nations. Elsewhere in this issue Mrs. Simons reports on the actions taken at the Fourth Session of the Economic and Social Council affecting international social welfare.

As chairman of the AASW National Committee on International Organization for Social Work, Mrs. Simons has done yeoman's service in the preparatory work which led up to the drafting and adoption of the Association's recent platform statement. In this article she reviews the AASW program and suggests ways in which chapters and members may play their part in promoting sound and constructive international social welfare measures.

Social Commission of the Economic and Social Council, the International Children's Emergency Fund, and the International Refugee Organization. In addition, the United Nations Secretariat took over the advisory social welfare services formerly provided by UNRRA. On the negative side was the decision to end UNRRA and the plan for unilateral relief by the United States to replace international cooperation.

AASW has taken action on these rapid developments in the international field because of our conviction that they will influence significantly the developments in our own communities at home. The Association expects increasingly to express itself on matters of professional concern as international welfare operations, such as those of the International Refugee Organization, actually get under way and as the Economic and Social Commission and the Social Council of the United Nations make further plans for dealing with social problems of an international character.

Consequently, the Association has recognized the need for guiding principles on which to base its action on current issues not covered by the Association's Statement on Principles of International Relief and Rehabilitation. The 1946 Delegate Conference asked the Association to develop a comprehensive platform on international cooperation that would cover all of social work's responsibilities in the international field. So the Association's Committee on International Organization for Social Work drew up a platform entitled "International Cooperation for Social Welfare," for consideration by chapters and action at the 1947 Delegate Conference.

The committee in drawing up the platform took into account current developments in international social welfare. It tried to include principles which would cover the varied situations on which the Association might be called to take a stand in the name of professional social work. The committee had in mind both long range goals and immediate objectives. So the platform not only sets forth basic principles but also discusses the application of these principles to present urgent problems. A supplementary Statement on Urgent Welfare Problems Requiring International Measures covers recommendations of immediate usefulness on (1) provisions for displaced persons, (2) provision of relief supplies and (3) training of social welfare personnel.

The committee used a broad definition of social welfare in drafting the platform in order to encompass the concepts, experience and pat-

terns of different countries. "We believe that limiting the scope to the field of American social work would not bridge the gaps in understanding between professional personnel from different nations. In order to represent a more international point of view, an effort was made to take into account the development of social welfare programs in other countries in addition to our own American experience. In the basic principles the Association has stressed the application to countries of good social work principles, such as the right to self-direction and non-discrimination on the basis of size, political or religious belief, economic status or financial contribution. The platform throughout stresses the essential elements of a truly international organization free from domination by any one power or group of powers.

A statement on the responsibilities of American social workers is appended to the platform proper. This statement grew out of the conviction that the powerful position and relatively large resources of the United States place on Americans a particularly heavy responsibility for the success of international cooperation to promote rehabilitation, economic recovery and peace. Furthermore, since American social workers outnumber professional groups in other countries and have had certain advantages in the development of social work education in this country, we have a special responsibility for contributing from the professional knowledge and experience gained in the United States. The three statements, the Platform on International Cooperation for Social Welfare, the Statement on the Responsibilities of American Social Workers, and the Statement on Urgent Welfare Problems Requiring International Measures, supplement one another and provide a rounded treatment of the subject, including both long term and immediate objectives.

The 1947 Delegate Conference adopted the platform proposed by the Committee with a few changes. It is printed elsewhere in this issue of THE COMPASS and should be studied carefully by all AASW members, since it is now the basis for the Association's future action on international welfare problems.

ACTION PROGRAM

The 1946 Delegate Conference adopted a resolution that recognized the responsibilities of American social workers, both in their professional capacity and as world citizens, to aid the cause of social welfare throughout the world. The resolution called on the National Board to give primary attention during the next program year to Association action on current social welfare matters of international concern.

Accordingly, four methods of action were suggested to chapters and to members:

1. Informing themselves on current developments and issues in international social welfare.
2. Promoting more understanding of international social welfare measures among other social workers and community groups.
3. Giving active support to the application of sound social work principles in international social welfare programs.
4. Helping in the mutual exchange of knowledge and experience with social work personnel and representatives of foreign countries.

During recent months the Association's action in support of international social welfare activities has included expression of our point of view to the State Department, to the United Nations in some instances, and to the Congress. The Association has been given consultative status by the State Department so that it may be consulted on matters within its particular area of competence. It has continued to voice its opinions to the State Department on international social welfare organization and on matters coming before the Social Commission. Last December the Association urged the U. S. Delegation to the General Assembly of the United Nations to support the proposal for the provision of advisory welfare services in the United Nations Secretariat and the establishment of the International Children's Emergency Fund. The Association also issued a statement in support of the LaGuardia food proposal and urged continuation of an international relief program.

Work with the United Nations itself has included establishing a relationship with members of the Social Commission and of the Secretariat through taking part in the activities of the National Social Welfare Assembly.

The Association has recently urged Congress to act favorably on three measures: (1) to appropriate 350 million dollars for relief to countries still in need in accordance with the President's recommendation; (2) to join in and make an appropriation for the International Refugee Organization as recommended by the President, and to provide additional money for resettlement purposes; and (3) to appropriate 100 million dollars to the International Children's Emergency Fund.

LOCAL CHAPTER ACTIVITIES

The Association is looking to the local chapters to make their contribution in carrying forward the program in the international field. The national Committee on International Organization for Social Work has asked chapters to set up committees to carry on activities at the local level which correspond to those of the national committee. The local committees have been asked (1) to study the platform statement on International Cooperation for Social Welfare and also the specific proposals for action by Congress and by administrative agencies; (2) to inform chapter members about plans and programs for carrying on international social welfare activities; (3) to tell other groups of social workers about these developments; (4) to promote an exchange of information with foreign visitors who come to the United States to familiarize themselves with social work programs in this country; and (5) to take action on specific proposals such as post-UNRRA relief, the International Refugee Organization, and the International Children's Emergency Fund.

American social workers and especially our Association can make a significant contribution to international cooperation by promoting the application of recognized professional principles in social welfare programs. In doing this we need to recognize that differences among countries, especially in economic resources and in economic philosophy, have an important influence on their social welfare programs. For example, American social work in its early development was able to give emphasis to services for relatively small population groups with special needs because of the vast natural resources of our large and young country. But other countries that are poorer in economic resources, such as the older, densely populated European countries, have had to give much greater emphasis to raising the standard of living of the mass of the population, through such measures as social insurance and family allowances. Historical differences in the economic and social development of countries, therefore, prevent successful transplanting of systems and patterns evolved under different conditions. We American social workers can make our contribution to international social welfare more effective as we gain insight into the needs and desires of other countries and the stage of development of their social programs.

SHAPING U. S. FOREIGN SOCIAL POLICY

The Role of Federal Departments

John J. Charnow

RESPONSIBILITY for planning United States policy in foreign affairs has traditionally been lodged in the Department of State. Interdepartmental committees to advise the State Department in certain segments of foreign policy have existed for several years. In the area of international social policy, however, there has been no such machinery. Because of the growing importance of this area in our foreign policy, President Truman established in November of last year an Interdepartmental Committee on International Social Policy (ISP). In a letter dated November 24, 1946, he stated in part:

The principal responsibility in the Executive Branch for the determination of policy in relation to international affairs rests with the Department of State. Foreign policy, however, as a part of total public policy of the United States Government is of concern to other departments as they formulate policies in their respective fields. Moreover, many departmental policies, although conceived frequently in terms of domestic needs, affect our foreign relations. Consequently, foreign policy should be developed with the assistance of other Departments directly concerned.

COMPOSITION AND PURPOSE OF THE ISP

Six federal agencies are included in the regular membership of the new committee: the departments of State, Interior, Agriculture, Commerce, Labor, and the Federal Security Agency. Other federal agencies are invited to participate in the committee's work when matters of special interest to them are under consideration. The Bureau of the Budget participates in the committee as a non-voting member.

The purpose of the Interdepartmental Committee on International Social Policy (hereafter referred to as the ISP) is to provide an organized channel through which all proposals, positions and issues involving foreign social policy can be considered and acted upon by appropriate federal agencies. It makes its recommendations to the Secretary of State. The best thinking of federal agencies on matters of foreign social policy will thus be made available to United States representatives on international bodies and officials responsible for the conduct of our foreign affairs.

The chairman of the ISP is Mr. William L. Clayton, Undersecretary of State. The deputy chairman is Mr. David A. Morse, Assistant Secretary of Labor. The committee is assisted in its work by subcommittees in the fields of social welfare, health, labor, non-self-governing territories, and human rights and the status of women. It is planned that an additional subcommittee or subcommittees will also be established for the field of education, cultural relations, science and information.

SUBCOMMITTEE ON SOCIAL WELFARE

Of most interest to social workers is the subcommittee on social welfare. This subcommittee will devote its attention to matters affecting the foreign policy of the United States in such fields as: income maintenance in the absence of adequate earnings (social insurance, family allowances, social assistance, etc.); other measures to improve the conditions of family life and child welfare; the prevention of crime and delinquency and the treatment of offenders; social welfare services for displaced persons and refugees; collaboration with international voluntary welfare agencies; and international cooperation in approving social welfare administration. The latter will include consideration of the training of personnel and the exchange of personnel and experience.

Mr. Charnow is Assistant Chief of the Social Branch of the Division of International Labor, Social and Health Affairs in the Department of State. He is one of those social workers who was drawn from the Federal Security Agency when the Department of State found itself confronted with the tremendous, and to a large extent pioneering, task of planning U. S. foreign policy in the international welfare field. Most recently Mr. Charnow has been on assignment as acting executive secretary of the Interdepartmental Committee on International Social Policy, which he describes in this article. He has been an active member and officer of the Washington, D. C., Chapter and has served on the AASW National Board.

THE WORK OF THE ISP

The most immediate specific policy issues with which the ISP is concerned are those which come under the international organizations which are part of or related to the United Nations. The United Nations General Assembly, the Economic and Social Council, and the Trusteeship Council all deal with problems which come within the scope of the ISP. So also do such specialized international agencies as the International Refugee Organization (IRO), the International Labor Organization (ILO), the World Health Organization (WHO), and the United Nations Education, Scientific and Cultural Organization (UNESCO), as well as such bodies created by the General Assembly as the International Children's Emergency Fund (ICEF).

As might be expected, a large proportion of the problems with which the ISP is concerned fall under the United Nations Economic and Social Council. The commissions of this Council with which the committee has a direct interest are: the Social Commission; the Commission on the Status of Women; the Narcotics Commission; the Population Commission; and the Commission on Human Rights. The work of other commissions, such as the Economic and Employment Commission and the Statistics Commission also are of concern to the ISP, particularly when their activities have a direct relationship to the social field.

In addition to social policy in the United Nations and its constituent organs, the ISP is concerned with questions faced by the United States in its relations with other countries and with international regional organizations.

INTERNATIONAL PROGRAMS IN FEDERAL AGENCIES

Prior to the establishment of the ISP, various departments of the federal government already were carrying on work in this field. Those federal agencies most active were the Federal Security Agency, the Department of Labor, the Department of State, and the War Department.

Federal Security Agency. In the Federal Security Agency, an office of Inter-Agency and International Relations was established in July, 1946, under the direction of Mrs. Ellen Woodward. In this office are coordinated the interests and responsibilities of the several units of the Federal Security Agency in the international aspects of social insurance, health, welfare, education and related subjects. This office advises the Federal Security Administrator concerning opportunities for the study and exchange of information and experience in the social field; it is also concerned with the interchange of students and personnel. The office also repre-

sents the Federal Security Agency as a whole on the ISP and serves as liaison with the State Department in all matters of mutual interest relating to the Economic and Social Council.

The Children's Bureau, recently transferred to the Social Security Administration, has for many years carried on cooperative projects in South American republics in strengthening programs for maternal and child health, infant mortality, and child care. These projects have been developed through an Interdepartmental Committee on Scientific and Cultural Cooperation which is under the auspices of the State Department. The committee allocates funds to various federal agencies for the exchange of persons and the rendering of technical assistance upon request to the South American republics. Miss Katharine Lenroot, Chief of the Children's Bureau, is the U. S. representative to the International Children's Emergency Fund.

Other units of the Social Security Administration, such as Old Age and Survivors' Insurance, the Bureau of Public Assistance, and Unemployment Compensation have an active interest both in international welfare matters and in the International Labor Organization.

Mr. Arthur Altmeyer, Commissioner of Social Security, has been appointed U. S. representative on the Social Commission of the Economic and Social Council. He has also been appointed director of the Interim Commission of the International Refugee Organization, one of the specialized international agencies established within the framework of the United Nations. He is at present in Geneva on leave of absence to fill this assignment.

The Department of Labor. The Department of Labor has a wide interest and participation in international labor, social and economic affairs. It attempts to bring to the consideration of international problems the viewpoint and interests of the American wage earner. The international interests of the Labor Department are coordinated and directed in the office of the Assistant Secretary of Labor, Mr. David A. Morse.

Among the activities of the Department in the international field are the following:

- (1) The Labor Department has carried the major substantive responsibility for our government's participation in the International Labor Organization.

- (2) The Department is represented on the Interdepartmental Advisory Committee on Occupied Areas Affairs, a committee which is concerned with over-all policies for Germany, Japan, Austria and Korea. At the same time

(Continued on page 24)

THE objectives of the United Nations in the field of international economic and social cooperation, as defined in the Charter, are the promotion of: (a) higher standards of living, full employment, and conditions of economic and social progress and development; (b) solutions of international economic, social, health, and related problems; and international cultural and educational cooperation; and (c) universal respect for, and observance of, human rights and fundamental freedoms for all, without distinction as to race, sex, language, or religion.

The Charter of the United Nations provides that the various specialized agencies shall be brought into relationship with the United Nations through agreements between the United Nations and each specialized agency concerned. The specialized agencies have an independent existence and initiative as provided in their basic instruments, but they are brought into coordinated activity with the United Nations. The structure of the United Nations includes, in addition, consultative arrangements with non-governmental organizations (not shown in chart).

The Economic and Social Council is made up of eighteen members of the United Nations elected by the General Assembly. The Council:

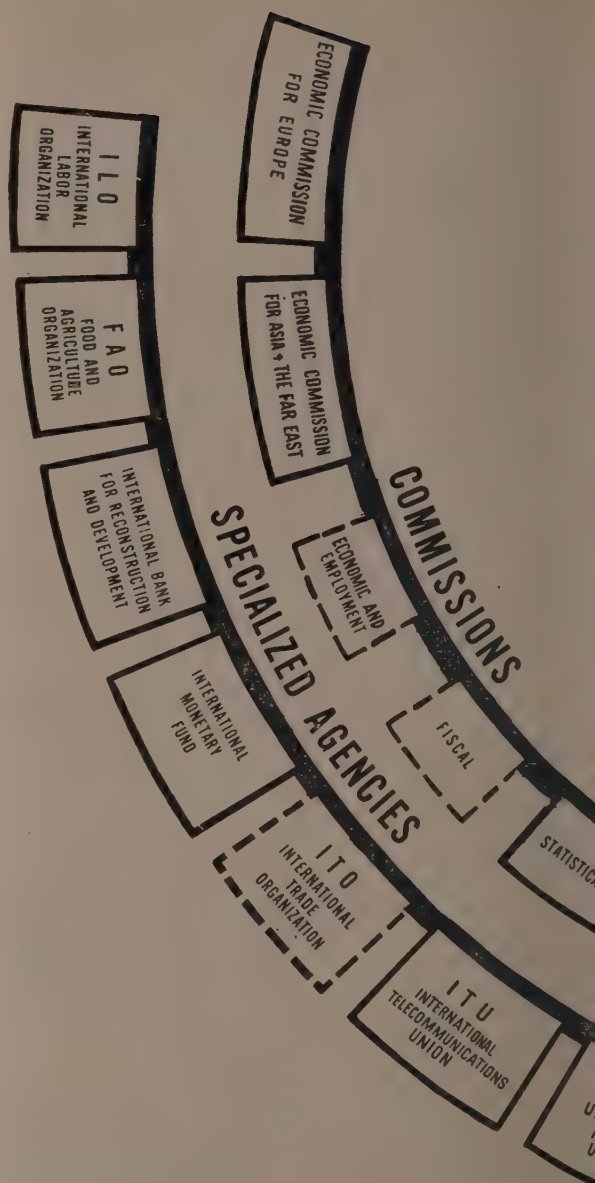
1. Makes or initiates studies and reports regarding international economic, social, cultural, educational, health, and similar matters.
2. Makes recommendations regarding the foregoing matters, or to promote respect for, and observance of, human rights and fundamental freedoms, to the General Assembly, members of the United Nations, and the specialized agencies.
3. Prepares draft conventions regarding such matters for submission to the General Assembly.
4. Calls international conferences on matters falling within its competence.
5. Enters into agreements with the specialized agencies bringing them into relationship with the United Nations, subject to General Assembly approval; coordinates their activities; obtains reports from them.

With the exception of the two regional economic commissions established at the last session of the Council (Economic Commission for Europe, and Economic Commission for Asia and the Far East) which were given certain powers subject to the general supervision of the Council, the commissions of the Council, in the main, serve as advisory bodies to the Council in their own fields of competence. The Social Commission, which has 18 members elected by the Economic and Social Council, has the following terms of reference:

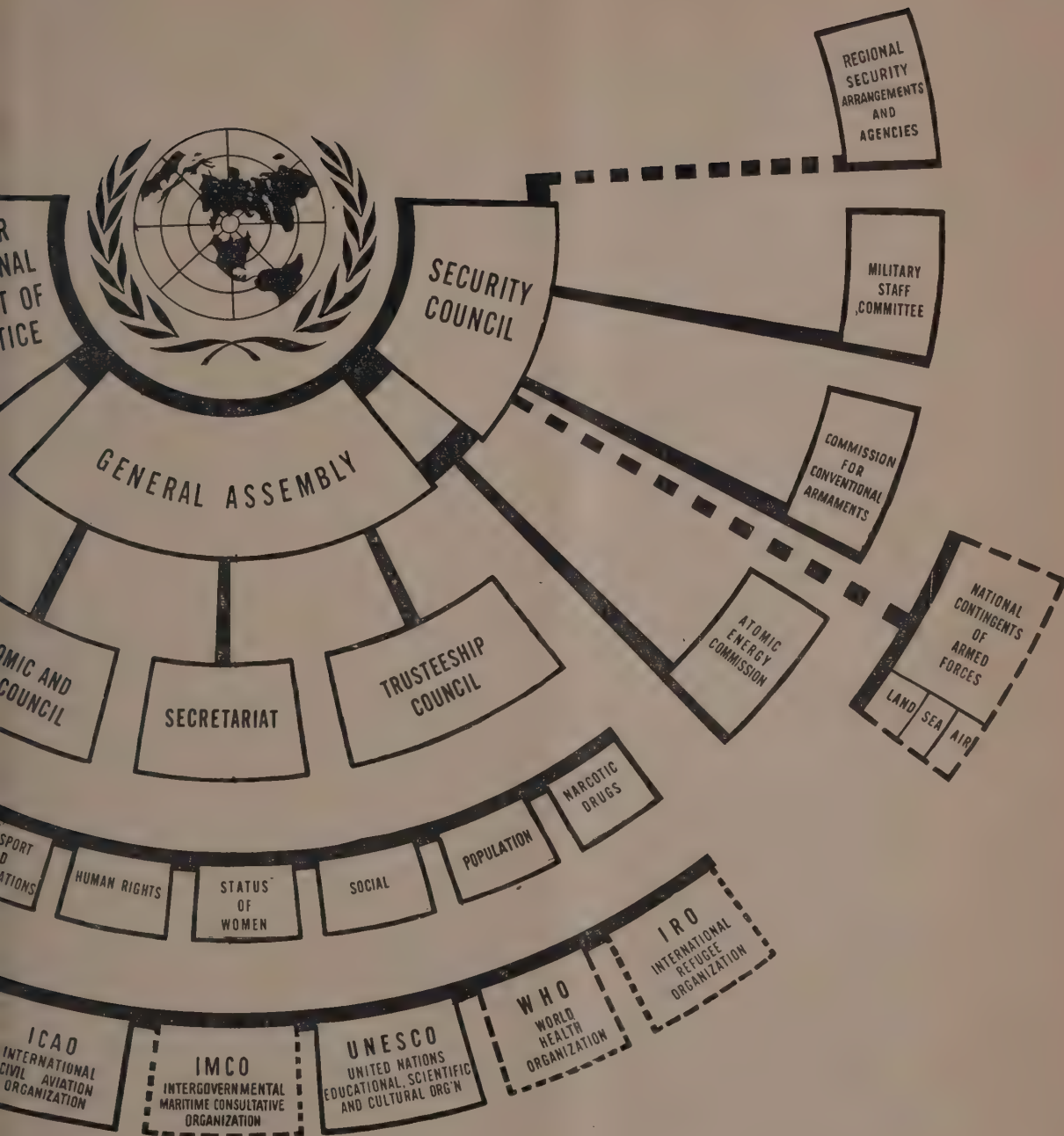
1. To advise the Council on social questions of a general character, and in particular on all matters in the social field not covered by specialized inter-governmental agencies;
2. To advise the Council on practical measures that may be needed in the social field;
3. To advise the Council on measures needed for the coordination of activities in the social field;
4. To advise the Council on such international agreements and conventions on any of these matters, as may be required, and on their execution;
5. To report to the Council on the extent to which the recommendations of the United Nations in the field of social policy are being carried out.

The broken connecting lines indicate the comparatively independent relationship of the specialized agencies in contrast to the direct relationship of the special commissions, which are an integral part of the Council.

The boxes which are drawn with broken lines indicate those bodies which have been projected, but are not yet constituted.



of the United Nations



SHAPING U. S. FOREIGN POLICY

(Continued from page 21)

the Labor Department has made arrangements with the War Department to assist the operations of labor and manpower divisions in those areas.

(3) The Department has carried on a continuing program of research and analysis of labor legislation, labor conditions, and comparative living costs in other countries.

(4) The Women's Bureau of the Department of Labor has engaged in cooperative projects in South American republics, involving the exchange of information regarding working conditions and employment opportunities for women. It has also arranged for the exchange of persons for specialized training.

The Department of State. Within the Department of State, social workers have been most familiar with the work of the Division of International Labor, Social and Health Affairs, and the Advisory Committee on Voluntary Foreign Aid.

The Division of International Labor, Social and Health Affairs is responsible in the Department of State for analyzing, interpreting and formulating policy with respect to such problems as labor, social welfare, health, housing, cooperatives, population questions, migration and resettlement, and the status of women. It looks at developments in these and related areas both in the United States and abroad to determine their bearings on the foreign policy of the United States, on the foreign policy of other governments, and their effect on international developments generally. The Division maintains liaison with governmental and voluntary agencies in the United States having international interests in these fields. It also keeps in close touch with international organizations concerned with labor, social and health matters. In addition, officers are assigned to United States Embassies in the more important countries to report on labor developments.

Within the Division of International Labor, Social and Health Affairs in the Department of State is a Social Branch under the direction of Miss Alice C. Shaffer. This branch is specifically concerned with international developments in social welfare.

Another activity of the Department of State of special interest to social workers is that of the Advisory Committee on Voluntary Foreign

Aid, successor to the President's War Relief Control Board which was terminated by Executive Order in May, 1946. This committee ties together governmental and private programs in the field of foreign relief. It exercises advisory functions to guide the public and agencies seeking support of the public in the most effective use of voluntary foreign aid. Administratively a part of the Department of State, its policies are determined by a committee under the chairmanship of Mr. Charles P. Taft.

Within the Department of State there is also a small staff responsible for advising on problems of relief and rehabilitation, under the direction of Mr. Dallas Dort. There is another small staff advising on refugee problems under the direction of Mr. George L. Warren.

Other Departments. The War Department has engaged in relief operations to the civilian populations in occupied territories; it has supervised public welfare operations; and it has a direct responsibility for caring for displaced persons and refugees, both of occupied and of other countries. As was noted in the AASW Membership Bulletin of March, 1947, the War Department is currently recruiting a number of qualified persons to serve as welfare officers in prefecture military government teams in all parts of Japan.

The Departments of Agriculture, Interior and Commerce, through their own programs in the international social field and through their participation in the ISP, as well as through other interdepartmental committees such as the Inter-agency Committee on Food and Agriculture Organization, will have an increasing interest in and contribution to make to international programs in the field of social welfare.

CONCLUSION

It is safe to predict that the United States' responsibility in the field of international social welfare will increase. Three factors point to this development: the existence of urgent international problems in the field of social welfare; the increase of interest in all countries in seeking a solution to these problems; and a growing recognition of the interrelatedness of social welfare to developments in the international social and economic fields generally. The planning of United States policy on international social problems, furthermore, will be increasingly shared by a number of federal agencies. The formation of the Interdepartmental Committee on International Social Policy is the most striking indication of this trend.

THE FOURTH SESSION OF THE ECONOMIC AND SOCIAL COUNCIL

Savilla Millis Simons *

THE Economic and Social Council of the United Nations (ECOSOC), which met for the first time in London in January, 1946, held its Fourth Session February 28 to March 27, 1947. During the fourteen months since its first meeting the Council has taken the major steps in developing an organizational structure to carry out the Council's purpose, which is to achieve "international cooperation in solving international problems of an economic, social, cultural or humanitarian character." At the Fourth Session, the Council completed the setting up of specific machinery and worked out detailed plans for programs.

The Council at this session, in contrast with earlier sessions, concerned with the first phases of organization and the more general outlines of plans, faced concrete and detailed problems of program, administration and working relationships. For this reason a good deal of attention was given to avoidance of overlapping functions between commissions, to proper allocation of functions between commissions and Secretariat and to working relationships with specialized agencies and non-governmental organizations.

The Council gave first attention to basic problems of economic recovery. After long and painstaking consideration of terms of reference, the Council created two regional commissions, the Economic Commission for Europe and the Economic Commission for Asia and the Far East. The Economic Commission for Europe is to facilitate concerted action for economic reconstruction and to raise "the level of European economic activity." It will concern itself with such measures as the most effective utilization of inadequate European coal supplies and better coordination of the means of inland transport. The commission for the Far East, which does not have the benefit of the work already done by emergency post-war committees, as does the

Commission for Europe, will begin by undertaking a preliminary investigation concerning urgent reconstruction problems.

For the first time the Council had before it the reports of its permanent commissions which served as the basis of its program decisions. These commissions had been set up by the Council last June at its Second Session, on the basis of recommendations of temporary nuclear commissions, and had held their first meetings in January and February of this year, just prior to the Council meeting. All the commissions except the Fiscal Commission—eight in number—reported, including the Economic and Employment Commission, the Social, Transport and Communications, Population, and Statistical Commissions, and the Commissions on Human Rights, Status of Women and Narcotic Drugs.

REPORT OF THE SOCIAL COMMISSION

The Council's action on the basis of the report of the Social Commission is of particular significance for social workers. The Social Commission was established by the ECOSOC to advise it on social questions of a general character—particularly on all matters in the social field not carried by other intergovernmental agencies—on practical measures needed in social work, and on the coordination of activities in this field. The Council also asked the Social Commission to report to it on the carrying out of the United Nations recommendations on matters of social policy.

The Social Commission at its first session was faced with a number of urgent matters on which it had been called to take immediate action. The ECOSOC, in setting up the Commission, had asked it to consider the best way of carrying out the activities of the League of Nations in the social field. The Council also asked the Commission to give attention to measures to deal with problems in countries devastated by the war. Furthermore the General Assembly in providing for advisory social welfare services in the Secretariat of the United Nations and in setting up the International Children's Emergency Fund asked that the Social Commission give consideration at its first session to these two social welfare programs.

* Mrs. Simons served as alternate to Mrs. Ellen S. Woodward, Director, Office of Inter-Agency and International Relations, Federal Security Agency, who was advisor from the Federal Security Agency to the U. S. member of the Economic and Social Council at the Fourth Session. Mrs. Simons is Chief of the Division of International Relations in the Office of which Mrs. Woodward is Director.

The Social Commission gave special attention at its first session to social welfare measures, because they do not come within the scope of any specialized agency. Other aspects of the social field, such as health, education, housing and income maintenance are at least partly covered by existing specialized agencies. The Commission made recommendations of major importance on (1) the training of social welfare staff, (2) the protection of children and adolescents, and (3) the provision by the United Nations of advisory social welfare functions formerly undertaken by UNRRA.

COUNCIL ACTION ON THE SOCIAL COMMISSION REPORT

The Council adopted a series of resolutions based on the recommendations made by the Social Commission.

The Assumption of League Functions. The first resolution authorized the transfer to the United Nations of the functions formerly carried by the League of Nations relating to the suppression of traffic in women and children and of the circulation of obscene publications. The Secretary General was asked to resume the study of the 1937 draft convention regarding the exploitation of the prostitution of others and to submit it with any amendments to the Social Commission. The staff was also asked to report on the possibility of an eastern office to take measures for the suppression of traffic in women and children in the Far East, and to inquire into the need of the establishment of other regional offices as well. The Council asked the staff in addition to report to the Social Commission on suitable measures for an effective campaign against the traffic in women and children and the prevention and suppression of prostitution. The Council also authorized the Secretariat to undertake the functions formerly exercised by the League of Nations in the field of Child Welfare and Social Services and to carry on necessary research with a view to providing information and advice to governments and inter-governmental organizations with respect to child welfare activities.

The Council had earlier requested the Social Commission to recommend a plan for carrying on work for the prevention of crime and treatment of offenders on a broad international basis in close association with other social problems. The International Penal and Penitentiary Commission was to be consulted. The Social Commission decided that in the light of recent action by the General Assembly in relation to Franco Spain, it could not consult the International Penal and Penitentiary Commission because it

had continued to maintain its relations with Spain. The Council approved this decision of the Commission and asked the Secretary General to report at a later time on suitable suggestions for international action on the prevention of crime and the treatment of offenders.

The Council also requested the Secretariat to collect information from governments on their administrative practices with respect to assistance to indigent foreigners and to report whether changes should be made in the Model Convention on Assistance to Indigent Foreigners approved by the Council of the League of Nations in 1938.

Provision of Advisory Social Welfare Services. The Social Commission gave a good deal of attention to plans authorized by the General Assembly last December for the United Nations Secretariat to assume responsibility for advisory social welfare services formerly provided by UNRRA. A budget of \$670,000 for the year 1947 was provided by the General Assembly for four types of services: (1) expert consultation to governments on welfare services; (2) fellowships for training of social welfare officials; (3) advice, demonstration and instruction in connection with the manufacture of prosthetic appliances and furnishing of demonstration equipment; and (4) supplying social work literature for use in training. The Social Commission stressed that these services represented a program of practical aid to governments. The Commission hoped that these services would constitute the beginning of a permanent social welfare program in the United Nations.

The Commission recommended that the allocation of services to countries should be on the basis of need even though special consideration should be given to countries which were victims of aggression, especially members of the United Nations that have been receiving UNRRA assistance. The Council in acting on this part of the Report of the Social Commission revised the Commission's recommendation. It directed the Secretariat in considering applications for advisory social welfare services by countries formerly assisted by UNRRA to make no distinction between those countries other than that of their need for such services.

Long-Term Social Welfare Program. In addition to the emergency social welfare services taken over from UNRRA, the Social Commission gave consideration to a permanent program and made long-term proposals for assistance to governments in developing training programs and for international fellowships. The Com-

mission's recommendation that the Secretariat proceed to arrange for such a program in co-operation with UNESCO was replaced by the Council's request that the Secretary General in cooperation with the specialized agencies arrange for a study of

- (a) methods of social welfare administration in use in different countries;
- (b) methods of giving advice and providing experts to countries requesting assistance in organizing their social services; and
- (c) plans for a long term program to assist governments in training welfare staff and for a program of international training fellowships.

Temporary Social Welfare Committee. The Economic and Social Council had asked the Social Commission to take steps to set up a child welfare sub-commission. In view of the subsequent establishment of the International Children's Emergency Fund and the need for further consideration of the entire welfare program, the Commission decided to postpone the creation of the sub-commission at this time and to set up a Temporary Social Welfare Committee. This Committee is to meet before the next session of the Commission to consider

- (a) the desirability of setting up a child welfare sub-commission and the membership and terms of reference of such a sub-commission;
- (b) the development of criteria for use in reviewing requests from governments for advisory welfare services; and
- (c) the manner in which the advisory welfare services and the activities of the child welfare sub-commission should be related to a general long-term program in the social field.

The Council approved this action of the Commission.

Future Program of the Secretariat. The Social Commission, believing it should concern itself at future sessions with other aspects of the social field partly covered by specialized agencies recommended that the Secretariat report to the Commission on how far the various social questions are being studied by the International Labor Organization and other specialized agencies. The Council accordingly requested the Secretary General to undertake such a study and to suggest appropriate measures to enable the Commission to carry out its responsibilities; particularly the study of standards of living in under-developed countries and areas.

International Children's Emergency Fund. The Executive Board of the International Children's

Emergency Fund submitted to the Council a report on the proposed program of the Fund and on its estimate of expenses in 1947. The Council in acting on this report transmitted to the Executive Board the principles recommended by the Social Commission for the operation of the Fund. It also approved in principle the proposal for a special world-wide appeal for voluntary contributions to meet emergency relief needs of children, adolescents and expectant and nursing mothers. The campaign may take the form of collecting "one day's pay" or some alternative form of collection better adapted to a particular country. The Council requested the Secretary General to make the necessary arrangements for the campaign and to fix a date for it. The Secretary General and each country are to reach an agreement as to the allocation of the funds collected in each country and as to the purchase of supplies within the country for use elsewhere.

Migration. The Social Commission had recommended the setting up of an *ad hoc* Committee on Migration composed of members representing the Social Commission, the Population Commission, and appropriate specialized agencies. This committee was to consider the documentation on migration to be submitted by the Secretariat to this committee. The Council did not favor the establishment of additional machinery of this kind. Instead it adopted a resolution submitted by the Delegation of France. By this action the Council invited the two Commissions to develop a practical plan to allocate functions without duplication of work among the various organizations concerned with migration.

Housing. The United Nations have been very much interested in housing problems. The General Assembly in December, 1946, urged ECOSOC to give attention to housing through its appropriate commissions. The Social Commission in February recommended the setting up of a housing and town planning service in the Department of Social Affairs of the Secretariat. It also recommended the calling of an international conference of housing experts.

In line with these recommendations, the Economic and Social Council asked the Secretary General to provide on a permanent basis for facilities in the Secretariat for the collection and dissemination of information on rural and urban housing. The Council also asked the Secretariat to develop plans for a conference on housing.

The Council in its Fourth Session thus took important steps to initiate significant social programs in the United Nations.

REPORT ON NATIONAL CONFERENCE ON UNESCO

The first National Conference on the United Nations Education, Scientific, and Cultural Organization (UNESCO) was held in Philadelphia, March 24-26, 1947. Called at the request of the U. S. National Commission for UNESCO, it was attended by representatives from 500 or more organizations from all parts of the country. Two AASW representatives were in attendance.

The purpose of the Commission in calling the conference was to acquaint the representatives with the facts about UNESCO and to exchange ideas with them. It was hoped that the representatives would carry this knowledge back to their organizations to assist them in developing means by which understanding can be passed along to individuals everywhere.

The conference was divided into fourteen sections, covering various phases of the UNESCO program. It was in the section meetings that the work of the conference was carried out, and unfortunately no attempt to summarize these meetings can be made here. A report on the conference is being prepared and will be available through the National Commission for UNESCO, U. S. Department of State, in the near future.

Since the program of UNESCO is not covered in the articles prepared for this issue of THE COMPASS, perhaps a brief statement of the scope and purposes of its program and the implementation of it in this country will be useful.

UNESCO is an organization of world states, based on the premise that since wars begin in the minds of men it is in the minds of men that the defenses of peace must be constructed. Its relationship to the United Nations is that of one of the specialized international agencies which are related to the United Nations through the Economic and Social Council. It is UNESCO's province to help develop basic co-operative attitudes and mutual understanding which will animate the quest for peace.

The first General Conference of UNESCO was held in Paris in November, 1946. Thirty states, including the United States, sent official delegations. The General Conference consists of a maximum of five delegates from each of the states members of the organization.

The basic program of UNESCO is concerned with the following undertakings:

1. World-wide attack on illiteracy.
2. Comprehensive revision of textbooks and teaching materials.
3. A study preliminary to the employment, on a planetary scale and for the purpose of planetary understanding, of the new and revolutionary developments in mass communication.
4. Action for the removal of barriers obstructing the international flow of communications in all forms.
5. Coordination of researches begun by many nations on conditions of life in undeveloped tropical areas.
6. A study of the urgent scientific problems arising in regions of the earth where a majority of the population is undernourished.
7. A study of tensions conducive to war.
8. An examination of the philosophic problems of the time in an effort to find common ground for understanding.
9. International exchange of persons.
10. An investigation of conditions affecting the work of creative artists.
11. The establishment of an international interlibrary loan system.
12. Assistance to libraries and schools in their efforts to obtain books, museum materials, scientific materials and works of art from other countries.
13. Encouragement in the establishment, where they do not now exist, of public and popular libraries and museums.

A part of the UNESCO program of particular interest to professional social workers is the international exchange of persons. Through this program there may be developed a sharing of knowledge and experience with social workers in other countries. Also, a broadened student exchange program, of interest to schools of social work in this country for many years, may be achieved.

Resolutions on International Social Welfare

Adopted by the 1947 Delegate Conference of the American Association of Social Workers

Only the resolutions on International Social Welfare are given in this issue. The July COMPASS will contain the other resolutions adopted at the Conference.

RESOLUTION ON APPROPRIATION FOR POST-UNRRA RELIEF

WHEREAS all the recent documented evidence from competent observers and sources sets forth the existing need of peoples of many countries for outside assistance in making available basic supplies of food and food production, clothing, shelter, medicines and other necessities of life; and

WHEREAS the American people have traditionally indicated their willingness to assist other peoples in distress; and

WHEREAS in line with this tradition the President has requested the Congress to make available immediately 350 million dollars for meeting emergency post-United Nations Relief and Rehabilitation Administration needs of people in some countries; and

WHEREAS it is recognized that this sum constitutes a good beginning of a program toward meeting existing basic needs;

BE IT RESOLVED that the American Association of Social Workers urge the appropriation of this 350 million dollars by the Congress at once; and

BE IT FURTHER RESOLVED that this and any other such funds appropriated be made available to countries in proportion to their need as appraised by competent international instrumentalities such as the Technical Committee of the United Nations, and regardless of political or other considerations; and

BE IT FURTHER RESOLVED that copies of this resolution be sent to the Secretary of State, the Chairman of the Foreign Relations Committee of the United States Senate, and the Chairman of the Foreign Affairs Committee of the House of Representatives.

RESOLUTION ON INTERNATIONAL REFUGEE ORGANIZATION

WHEREAS there are today hundreds of thousands of displaced persons whose livelihood and even their lives depend upon effective international service directed toward their care, repatriation, or resettlement; and

WHEREAS the General Assembly of the United Nations has established, subject to ratification of member governments, the International Refugee Organization to undertake a program for displaced persons; and

WHEREAS participation by the United States in the International Refugee Organization is necessary for the organization to come into being;

BE IT RESOLVED that the United States Congress immediately approve the constitution of the International Refugee Organization as proposed by the United Nations and authorize the participation of this government in the organization; and

BE IT BURTHER RESOLVED that the American Association of Social Workers urge that Congress appropriate for administrative and operational expenses the full amount of the contribution allocated to this government by the International Refugee Organization Constitution and that the Congress appropriate also a contribution to be used for resettlement purposes; and

BE IT FURTHER RESOLVED that copies of this resolution be sent to the President of the United States Senate and to the Speaker of the House of Representatives.

RESOLUTION ON APPROPRIATION TO INTERNATIONAL CHILDREN'S EMERGENCY FUND

WHEREAS the peace and stability of the coming years depend in large measure on the health and vigor of the children of all countries; and

WHEREAS millions of children were left by the war severely handicapped from malnutrition; and

WHEREAS the United Nations Relief and Rehabilitation Administration program to provide relief supplies to war affected countries terminated March 31st in Europe, and will terminate July 1st in the Far East; and

WHEREAS the need for special plans for feeding and rehabilitative services to children and adolescents continues to be extremely critical; and

WHEREAS the International Children's Emergency Fund has been established by action of the General Assembly of the United Nations to carry on an emergency program for the relief and rehabilitation of children and adolescents; and

WHEREAS the world is looking to the United States to take leadership in providing funds from governmental sources to finance this urgently needed cooperative program;

BE IT RESOLVED that the American Association of Social Workers urge that Congress without delay appropriate 100 million dollars to the International Children's Emergency Fund; and

BE IT FURTHER RESOLVED that copies of this resolution be sent to the Chairman of the Foreign Relations Committee of the United States Senate and the Chairman of the Foreign Affairs Committee of the House of Representatives.

RESOLUTION ON ESTABLISHMENT OF SPECIALIZED AGENCY FOR INTERNATIONAL SOCIAL WELFARE

WHEREAS the Social Commission of the Economic and Social Council has recognized the existence of acute international social welfare problems; and

WHEREAS it has recommended international cooperation in such social welfare fields as child welfare, training of social welfare staff, and prevention of crime and treatment of offender; and

WHEREAS the United Nations has already undertaken social welfare activities in the Secretariat and the specialized agencies; and

WHEREAS the United Nations has not as yet established a means for carrying on a comprehensive, integrated social welfare program; and

WHEREAS the present international structure for social welfare provides neither an integrated pattern nor sufficient authority for carrying out programs adequate to meet social welfare needs;

BE IT RESOLVED that the American Association of Social Workers commend the Social Commission for its leadership in furthering plans and activities in meeting international social welfare needs; and

BE IT FURTHER RESOLVED that the American Association of Social Workers urge the establishment of a specialized agency for social welfare similar to those already established in the fields of education and health; and

BE IT FURTHER RESOLVED that copies of this resolution be sent to the Secretary of State, to the Chairman of the Economic and Social Council of the United Nations, and to members of the Social Commission of the Economic and Social Council.

RESOLUTION ON LIBERALIZATION OF IMMIGRATION QUOTAS TO PERMIT ADMISSION OF DISPLACED PERSONS INTO THE UNITED STATES

WHEREAS all countries have responsibility for helping to provide enough new homes for all displaced persons who wish to resettle; and

WHEREAS the countries with relatively greater land and resources such as the United States have a special responsibility in this respect; and

WHEREAS the United States has benefitted for several centuries from the contributions from immigrants and has suffered much less than many other countries from the war; and

WHEREAS there are still, two years after the war, hundreds of thousands of persons in Europe awaiting for resettlement, among them many children, young people, and also many able-bodied workers ready to fill immediate needs in our economy; and

WHEREAS during the last decade less than 20 percent of the American immigration quota has been used; and

WHEREAS according to President Truman's Statement of December 22, 1945, common decency and fundamental comradeship of all human beings require us to do what lies within our power to see that our established immigration quotas are used in order to reduce human suffering;

BE IT RESOLVED that the American Association of Social Workers strongly urge the passage of an emergency act by the Congress which would permit 400,000 displaced persons to enter the United States in a period of four years, a total equal to less than half the number of quota immigrants who could have legally entered during the war years; and

BE IT FURTHER RESOLVED that copies of this resolution be sent to the President of the United States Senate and to the Speaker of the House of Representatives.

RESOLUTION CALLING ON THE FEDERAL GOVERNMENT TO UTILIZE QUALIFIED SOCIAL WELFARE STAFF TO ASSIST IN THE DEVELOPMENT OF U. S. INTERNATIONAL SOCIAL WELFARE POLICY

WHEREAS by membership in the United Nations and its specialized agencies the United States is committed to international cooperation in the achievement of solutions to world-wide social problems; and

WHEREAS social problems of international significance are integrally related to the economic and political relations of the United States to other nations; and

WHEREAS social welfare is recognized to be a significant branch of the social field; and

WHEREAS the increasing development of international activity involving social welfare demands informed, consistent participation by United States representatives; and

WHEREAS in certain fields of social welfare the United States is acknowledged to have technical knowledge and skills born of experience which other nations are looking to us to share; and

WHEREAS this country can with profit benefit similarly from social welfare technical knowledge and skill developed by other nations;

THEREFORE BE IT RESOLVED that the American Association of Social Workers call upon the Federal Government through its appropriate departments and agencies to utilize trained and experienced social welfare staff to whom the government in the development of international social policy will look for information, guidance and effective cooperation with groups and persons who have interest in and a contribution to make to the program; and

BE IT FURTHER RESOLVED that this staff be employed in units whose views may be brought to bear in the formulation of policy and procedure in international social welfare; and

BE IT FURTHER RESOLVED that this resolution be sent to the Secretary of State.

RESOLUTION CALLING FOR SUPPORT OF THE PRINCIPLE OF INTERNATIONAL COOPERATION THROUGH THE UNITED NATIONS

WHEREAS in the words of the charter of the United Nations "the well-being of all the people of the world is essential to the development and maintenance of world stability and peace"; and

WHEREAS the only effective way in which that well-being may be assured is through international cooperation;

BE IT RESOLVED that the American Association of Social Workers reaffirm its profound conviction that all citizens and organizations—governmental and voluntary—must give through their governments, their sincere and active support and full participation to the United Nations and its related and specialized bodies as the presently constituted channel of true international cooperation for achieving the necessary and total well-being of all the people of the world; and

BE IT FURTHER RESOLVED that copies of this resolution be sent to the President of the United States, the Secretary of State, the President of the Senate, and the Speaker of the House of Representatives.

AASW PLATFORM STATEMENT ON *International Cooperation for Social Welfare Goals, Organization and Principles*

The following platform statement and the accompanying statement on Urgent Welfare Problems Requiring International Measures was prepared by the national AASW Committee on International Organization for Social Work and adopted by the 1947 Delegate Conference. Members of the committee were: Savilla Millis Simons, Chairman; Charles Alspach, Melvin Glasser, Donald Howard, Hertha Kraus, Benjamin Rosenberg, Margaret Williamson, and Morris Zelditch.

The well-being and security of all the people of the world are inseparably bound up with the welfare of each nation. In the words of the charter of the United Nations, "the well-being of all the people of the world is essential to the development and maintenance of world stability and peace."

Political, economic, social, and moral considerations all emphasize the responsibility of all countries, particularly those with more resources than others, to help raise the level of living of all people throughout the world. In view of differences in natural resources and in the degree to which countries and their economies have been disrupted by war, the contributions which nations can make to international welfare will necessarily vary. Any attempt, however, to differentiate between "contributing" and "receiving" nations is undesirable.

Responsibility for seeing that governments meet in full their obligations to promote the welfare of all people rests on all citizens of the world. However, because social workers constantly see at close range the urgency of promoting human well-being and of alleviating human distress, they have a special responsibility for helping to further international welfare measures.

Social workers know from long experience that the general welfare is far better served by positive action to improve standards of living and to prevent human distress than by attempting merely to alleviate social ills once they have been allowed to develop. The program outlined here places primary emphasis on measures to help raise the level of living of all peoples rather than on social welfare programs limited to needy or distressed persons who otherwise could not maintain an adequate level of existence.

International welfare services, to achieve their purpose, must be made available without respect to race, creed, nationality, economic belief, political activity, or other arbitrary consideration.

Although the promotion of the welfare of any country is primarily the responsibility of the government of that country, other governments and intergovernmental organizations can assist responsible governments in meeting their obligations. Moreover, many problems affecting human welfare cannot be properly solved by any one government acting alone. The following statement therefore stresses not only the immediate responsibilities of governments for the well-being of their own citizens but also their obligation to participate in measures which can best be attained through international cooperation.

American social workers pledge themselves to do all within their power to see that their government effectively

carries out its responsibilities, as outlined below, for advancing the welfare of the people of all countries as well as that of the people of the United States.

THE BROAD GOALS OF SOCIAL WELFARE

Basic to community well-being and a fuller and more satisfying life for all persons everywhere are increased production and fair distribution of goods and services. In a large measure, world peace and security depend on adequate production and equitable distribution of goods and services among all people in each nation and among all nations. Emphasis should be given especially to the needs of areas undeveloped economically so that sound social planning may prevent exploitation.

Also needed is the more effective and more rapid development of certain community services to deal, in the light of modern knowledge and experience, with common and repetitive hazards of life. Some of them can be prevented. Others can be made less costly and less destructive to the individual and his society.

All people everywhere need organized provisions to ensure opportunities for *employment* and a *stable income*, to safeguard their *homes*, to promote mental and physical *health* and adequate education and to provide opportunities for *religious expression*.

Among all groups, however, some are especially vulnerable and may need temporary priorities as long as the total supply of community services remains critically short in relation to the total number of people whose welfare depends on these services.

Until community resources can be expanded, perforce, a high priority will be needed for services for the very young and the very old; for the injured and disabled; and for the homeless, the stateless and the displaced.

Community services to be developed and strengthened through both national and international action include:

Provision for Employment Security: Achieving and maintaining the highest possible levels of employment, the improvement of working conditions, adequate employment services, vocational counseling and guidance, and measures for vocational and professional preparation.

In the wake of war, the objective of high employment should be achieved through prompt rehabilitation of devastated roads, waterways, manufacturing plants, living quarters, and other community facilities, and their speedy replacement if they are beyond repair.

Provisions for Income Security: Stabilization of wages and prices, consumer protection, integrated provision of employment on useful work projects, comprehensive social insurance, and public assistance, to assure continuous consumption at adequate levels when normal sources of income fail.

The protection of adequate levels of consumption for large dependent groups—indigenous and displaced populations—is now severely threatened in areas where domestic production of food, clothing, and medical supplies has been disrupted and, at the same time, national purchasing power in foreign markets is at a minimum.

Under such conditions, the important principle of income security should be implemented by cooperative international action, specifically the sharing and transfer of supplies, in accordance with an international plan, from countries of greater abundance to countries with insufficient supplies in order to strengthen their economies.

Provisions for Home and Family Security: More, adequate housing and the supplementation of inadequate homes and housing which cannot yet be replaced, provision of substitute homes for individuals without suitable family homes, and the relocation, repatriation, and rehabilitation of uprooted and displaced population groups.

Substitute homes—in families, institutions, or cooperative colonies—are required for children, severely handicapped persons, the aged and other groups without suitable family homes. War casualties and the breakup of families, evacuation, flight, and persecution have greatly increased the numbers and worsened the plight of these groups.

Large numbers of refugees, expellees, and other displaced persons will require major service for some time if essential home security, including civil rights and legal status, is to be reestablished. Such service must include aid after repatriation, measures for facilitating permanent absorption in countries of temporary residence or refuge, and the opening up of additional areas for the resettlement of the residual group in new countries. In each case the services will need to be directed toward the successful establishment of new homes, the centers of family and community life.

Provisions for Health Security: Prevention and control of health hazards; education for healthful living; facilities for the early diagnosis, treatment, and effective correction of physical deficiencies and disease; more adequate services and facilities for psychiatric treatment and the promotion of mental health and opportunities for rest and recreation.

Rehabilitation services and supplies for victims of war and persecution, especially for those suffering from severe malnutrition and other mental and physical injuries, should be made available promptly and without regard for a given country's present purchasing power—if necessary, through international aid.

Provisions for Educational Security: Adequate and suitable facilities for general education, accessible to all, for vocational, technical, and professional education, and for developing research and managerial skills. Informal educational opportunities should include parental and pre-school education, consumers' and workers' education, and education for better citizenship—national and international—and for active and responsible participation in the life of the social group.

Provisions for Religious Security: Freedom of worship and protection of religious expression for all people of every faith.

Community services such as those enumerated above must be available and accessible to all, irrespective of age, residence, political and religious affiliations, class, race or color.

Inasmuch as countries have attained different levels of development, the timing and methods employed in promoting the good life for all will necessarily vary. Nevertheless, international cooperation will greatly strengthen

and accelerate the sustained movement of countries toward improvement of their community services.

Both at international and national levels, provisions must be made for coordinating community services to assure maximum effectiveness and for developing new services required to meet needs. The provisions listed above are suggestive of the wide range of essential community services on which individual and family security everywhere depend. However, even though services of these types are available, many people require help in making use of them to meet their particular needs. Family counseling and service should therefore be provided as a general or community resource, capable of aiding individuals and families to derive the maximum benefit from all available community resources. Even though community services will meet the needs of the vast majority of persons, social welfare measures must also be provided to meet needs arising from the imperfect operation of community services or because of the special needs of particular groups not appropriately met through broader provisions.

INTERNATIONAL ORGANIZATION FOR SOCIAL WELFARE

Concerted inter-governmental action is essential to achieving greater well-being for the peoples of the world. All the existing and proposed inter-governmental agencies have some part in achieving the goals described here. Essential to their achievement, however, is an organization that, by providing a program of social welfare services, will complete the specialized international services necessary to improve the welfare of people.

The United Nations have already undertaken certain social welfare activities in the Social Commission, the Secretariat, and the International Children's Emergency Fund but they have not yet established a means for carrying on a comprehensive, integrated social welfare program. Therefore, an international social welfare organization should be established either in the United Nations itself or closely associated with it. The work of this organization should be carefully related to the work of other international organizations concerned with some aspects of the goals of community services already described.

Basic Principles

The social welfare organization should promote international cooperation to encourage effective organization within nations and among nations for the purpose of enabling individuals and families to lead personally satisfying and socially useful lives. To this end the organization should be concerned with improving conditions of family life, especially through provisions for income maintenance, the legal protection of the family, services to prevent family breakdown and strengthen family life, and adequate recognition in housing, health, education and other social programs of factors conducive to stable and enriched family living. The organization should also be concerned with services for groups with special needs, such as the care and protection of children and youth, including the rehabilitation and training of homeless and other children suffering from the effects of the war, and special services for the aged and for the rehabilitation of physically, mentally, or socially handicapped persons. Also included in the scope of the organization should be the prevention and treatment of delinquency and crime; recreation and leisure-time activities; the elimination of prostitution and rehabilitation of prostitutes; social welfare services necessary in providing for refugees and displaced persons and meeting social problems resulting from diverse legal provisions relating to citizenship and nationality, and training of qualified personnel in fields within the scope of the organization.

Powers and Functions

The welfare organization should have sufficiently broad powers to carry forward a program of progressive accomplishment in promoting individual and community welfare through inter-governmental action. In cooperation with the governments involved, it should not only be concerned with the preparation of studies and reports and the collection, analysis, and dissemination of information but also must accept responsibility for translating this information into action through interpreting policies and principles on national and international levels, conducting demonstration projects, supplying technical consultation, grants-in-aid of money, supplies or personnel, and carrying on direct operations when appropriate. It must also carry on continuous examination of welfare matters to ascertain the appropriate means of translating recommendations into action.

Personnel

Effective administration of social welfare services can be assured only through the recruitment, selection, and retention of qualified personnel, and sound administrative policies and methods. The following principles should govern the employment of personnel:

A. Persons engaged must have:

1. An appreciation of and sympathy with the objectives and principles underlying a truly international organization.
2. The ability to discharge the functions assigned with unswerving allegiance to those objectives and principles, uninfluenced by any national or other external authority, and without favor, prejudice, or discrimination.
3. Knowledge of economic and social situations and the cultural backgrounds of countries in whose interest the international programs are being developed.

B. Processes of selection of personnel must insure that:

1. Primary consideration is given to technical competence for the specific type of position at all levels of administration and operation.
2. There is no discrimination because of race, religion, sex, national origin, or political belief, when competence is evidenced.
3. The international character of the program is assured by selection on a wide geographical basis.

C. The success of international welfare services depends on:

1. *Recruitment*—Wide publicity must be given to opportunities for employment. In addition to the approach to national governments, the cooperation of professional organizations and training institutions should be especially enlisted in recruiting eligible candidates.
2. *Selection*—The merit principle should be applied in selecting, retaining, promoting, and dismissing employees. Selection and retention of personnel on the basis of competence should be supported by a continuous operation of personnel procedures mutually understood and agreed to by employer and employee. It is essential that all jobs requiring technical competence for their performance be filled by professionally qualified personnel.
3. *Training*—Strong facilities for staff training should be instituted, since, over and above its demand for basic technical competence, work of

an international staff calls for attitudes and knowledge peculiar to the international character of its responsibilities.

4. *Sound administrative policies and methods*—Generally recognized principles and methods of good administration should be observed, including staff participation in policy formulation, provision of adequate supportive clerical and staff services, adherence to sound personnel standards and employment practices and payment of salaries commensurate with qualifications required.

Operating Principles

Basic to all international welfare activities are the following principles:

1. Each country must retain full freedom to develop its social welfare program in accordance with its customs and traditions and the desires and needs of its people.
2. International cooperation may often strengthen and accelerate the development of national social welfare programs but must guard against attempting to impose on a country a pattern or organization of another country or group of countries. Although foreign and international personnel should assist in planning, offer technical advice, and participate in demonstration projects, primary responsibility for work within a country should rest on indigenous personnel and organizations.
3. American social workers believe that in all programs of international social welfare the integrity of the individual must be respected. Human dignity and individual self-respect should be the central concern in social planning. International social welfare planning should aid in strengthening normal social groups.
4. No restrictions other than need for services should be placed on the eligibility of persons to participate in the benefits of social welfare programs.
5. In the development of international social welfare organizations and programs, all governments and their peoples should have full opportunity for the expression and fulfillment of their rights, needs, and desires, irrespective of the size, political philosophy, religious belief, economic status, or financial contribution of the nations concerned.
6. Provisions of goods or services essential to maintenance of at least a minimum standard of living should be based on a real sharing and pooling of the resources of each nation and distribution, on the basis of need, under international auspices. Action by one or more countries to provide goods or services without regard to international planning should not be regarded as a substitute for an international cooperative effort. Governments have individual responsibility for action to share resources with countries in short supply, but this sharing should be a part of the international pattern.
7. In the formulation of policy at all levels, there should be consultation with democratically representative groups, especially the beneficiaries of the program.
8. International welfare planning should provide for appropriate participation and utilization of the experience and resources of cooperative and mutual-aid associations and other voluntary agencies. The operations of non-indigenous agencies in any area should be integrated with existing national and international plans and in accordance with the needs and requests of the countries involved.

THE RESPONSIBILITIES OF AMERICAN SOCIAL WORKERS

As American professional social workers, we believe that in common with all other citizens, we have a responsibility for contributing to international cooperation, especially in this postwar period, when the American people, both directly and through their government, must bear a heavy responsibility for the rehabilitation, economic recovery and peace of the world. We have, in addition, a special responsibility as social workers for contributing our professional knowledge and experience and for taking action to promote international social welfare.

We recognize that we have a responsibility for informing ourselves so that we shall not be misled by propaganda of vested interests groups and false reports disseminated by prejudiced and unreliable media of communication. Our action needs to be based on a full awareness of the issues confronting the American people, and of the efforts of the peoples of all countries to achieve a better life in sound ways that may be quite different from ours.

Essential to our appreciation of the differences in basic needs, desires, problems and developments of other countries is humility, which will make possible a real sharing of our goods, services, and experience with other nations.

American social work should promote the mutual exchange of knowledge and experience with personnel from other countries. American schools of social work should share their facilities with foreign students through scholarships and provisions for transportation and maintenance. American social workers in sharing their professional knowledge and experience should seek consistently to learn from the experience of other countries and to widen their understanding of the problems and contributions of other nations.

As social workers we need to combat the development of attitudes toward the eligibility of countries for goods or services based on judgmental concepts of behavior or worthiness. We also need to express our conviction that international political and security problems should be dealt with directly by international machinery available for the purpose and should not be allowed to distort the objectives of programs for international relief and rehabilitation.

As social workers we must take action, individually and collectively, with other Americans, to help the United States meet fully its responsibilities in international relief and rehabilitation, thus contributing to world stability and peace.

URGENT WELFARE PROBLEMS REQUIRING INTERNATIONAL MEASURES

Supplement to Statement on International Cooperation for Social Welfare

I. Displaced Persons

The provision of sound, planful, non-political assistance to displaced persons and refugees is an urgent problem, requiring international social welfare planning. Such planning should assure:

1. Full opportunity for free choice as to repatriation, with adequate assistance to displaced persons returned to their homes.

International welfare agencies, such as the International Refugee Organization, and home governments should take responsibility for adopting positive measures to assist displaced persons and refugees with goods and services in making the adjustments incident to repatriation.

2. Adequate resettlement opportunities and assistance.

All countries have a responsibility for helping to provide enough new homes for all displaced persons who wish to resettle, but countries with relatively greater land and other resources have a special responsibility in this respect.

The several hundred thousand Jews among the displaced persons, because of particularly acute needs resulting from severe suffering endured in a deliberate program of extermination, should have special consideration in present measures of care, maintenance, and rehabilitation, as well as resettlement opportunities. Commitments made for special groups should be fulfilled expeditiously. Such commitments include those made for the Jews in relation to Palestine and those made by the United States in the President's December

1945 directive to expedite admission to the United States of 39,000 displaced persons from central Europe.

The United States, which has benefitted especially from the contributions of immigrants and has suffered less than many other countries from the war, has a special responsibility for providing new places of settlement for displaced persons through liberalizing its own immigration laws.

3. Living conditions as nearly as possible approximating normal family and community living, with privacy and opportunities for educational, recreational, and religious activities.

Opportunities for present and future employment are essential. Freedom of movement on as broad a scale as possible should be provided.

4. Adequate sustenance consonant with sound nutritional standards and with special recognition of the needs of individuals and of groups requiring additional supplementary foods because of deprivations over many years in concentration camps and in forced labor.
5. Full protection to displaced persons and refugees in resettlement plans to safeguard against their exploitation as cheap labor in the countries of resettlement of their use as a weapon against other groups within the countries of settlement.
6. Provision of projects for groups and individuals to prepare them for resettlement and to help them adjust in the new setting.

These principles relate to expellees as well as displaced persons and refugees. The Association opposes forced group migrations because they are based on the unjustifiable principle of group responsibility, they violate individual liberties, and they are harmful to individual and family life. International action is required immediately to call the attention of governments to the needs of expellees and to provide economic security, housing, and protective services necessary for a satisfactory adjustment in a new environment.

International measures need to be taken to maintain satisfactory standards of transportation, the keeping together of families, and movement of personal property for groups of persons now being expelled from their countries of residence.

7. Continuing and intensive efforts to identify the nationality of unaccompanied displaced children, to furnish them with adequate care, and to return them promptly to their own countries with necessary assistance in making adjustments.

8. Action to provide some type of international legal status for persons who have lost their nationality.

Recognition of the legal status of the individual is essential to reestablishment in a community.

9. Recognition that care of displaced persons and refugees is a civilian function and should utilize the experience, knowledge, and personnel of public and private agencies which have been working on this problem throughout the world.

II. Relief Supplies

Governments, through recognized channels of trade and credits and through international agencies, are responsible for providing basic items of food, clothing, and medical supplies to their own peoples. Certain countries will require, in addition to supplies provided by their own resources and efforts, supplementary items, particularly foods, to provide satisfactory nutritional standards. To mitigate the widespread effects of long years of malnutrition, particularly among children, immediate measures should be taken to provide special protective foods.

In addition, special welfare equipment and supplies are needed for rehabilitative services for groups with special needs, such as homeless children, the physically handicapped, and the ill. Shortage of supplies on the world market and the inability of some governments to purchase available supplies because of lack of foreign credits makes international assistance necessary to meet these needs. Supplies such as prosthetic appliances, educational equipment, etc., are supplementary rehabilitative resources and should not be considered as substitutes for food, clothing, and medical supplies required for the basic needs of people.

III. Training of Personnel

Social welfare services are in large measure dependent on well-trained staff. American social workers have a responsibility to assist—both directly and through international action—in providing opportunities for training of social work personnel of other countries.

Professional schools of social work should be developed and strengthened throughout the world in accord with needs for professionally trained personnel. Training should be geared to the realistic needs of a country with recognition of the marked differences between nations in cultures and services and of the relationship of the

nation's economic and political philosophy to the nature of the welfare program. Staff training must be an integral part of the social welfare system of a country. Training is of little value unless the social work principles which are considered basic in training are also accepted as basic in the operation and administration of the social services. Frequently, therefore, to be most effective training should be provided in the country in which the students are to be employed. Consequently, emphasis should be given to assistance in developing training facilities in the various countries wishing trained staff.

At this time when there is a critical shortage of trained social work personnel throughout the world primary consideration in training should be given to the development of leaders—of social welfare administrators and educators, of persons who will be able to assume ever increasing responsibilities for the development of other personnel.

Students for whom training is not available in their own countries should be assisted through scholarships and provision of maintenance and transportation to obtain training in countries with established schools of social work, such as the United States.

Many groups in this country and abroad are developing activities for the exchange of social work personnel. Provision should be made both in the international welfare organization and in the United States for:

1. Carefully planned coordination of exchange activities.
2. Development of standards covering the exchange of personnel.
3. Adoption of measures to ensure adequate resources to meet the specific needs of social workers from other countries.
4. Continuing evaluation of training activities and facilities during the period of training, and coordinated inter-agency study and modification of plans in the light of actual experience.

PIONEERS IN INTERNATIONAL SOCIAL WELFARE

(Continued from page 7)

work of assistance to indigent foreigners and the Committee on Obscene Publications. But I have tried to tell here only some of the beginnings of international organization for social welfare made under the League of Nations. It was a brave beginning, which the younger social workers will carry forward under the United Nations. Grace said some years after she had begun her committee work at Geneva:

The important and very useful task which the League can perform in the social welfare field has been established by these years of somewhat timid experimentation.

There are two ways of looking at any undertaking. First, what has been accomplished and second, what might have been accomplished or what remains to be done. The League's committees in the social welfare field can point to accomplishments. Cooperation has been developed, and reports of value have been made. What is far more important, however, is that a foundation has been laid for what should be a world center for research, consultation and education as soon as the nations are ready to build upon it.

SOCIAL ACTION

and the Professional Social Worker

Eveline M. Burns

In the March COMPASS Benjamin Youngdahl reminded us that the specific goals to which social workers are devoted are jeopardized if we are passive on the larger social issues of our day. His article clarified our responsibility as citizens. In this issue Eveline Burns discusses our responsibilities as professional persons. Without minimizing our role as citizens, she points up the special responsibilities and opportunities which are ours as members of a profession.

Mrs. Burns is perhaps best known to social workers as director of the research staff which produced the monumental National Resources Planning Board report, "Security, Work, and Relief Policies." She is now on the faculty of the New York School of Social Work.

BENJAMIN YOUNGDAHL'S challenge to social workers to stand up and be counted climaxes a series of articles in *THE COMPASS*, all of which have been discussing the hydra-headed problem of the wider social responsibilities of the social worker. Mr. Youngdahl emphasized the citizen obligations of the social worker. I should like to raise some questions in regard to what I believe to be an even more difficult issue, namely, the responsibilities for social action of the social worker in his capacity as a professional person.

As an admitted newcomer from another professional field I have been impressed by the evident concern of social workers about their professional responsibilities and by the prevalence of a certain feeling of frustration, which is particularly evident among the younger members of the profession. This sense of frustration expresses itself in two ways: either by a deliberate narrowing of interests and an intense preoccupation with the skills and techniques of individualized treatment; or by a wide and almost indiscriminating interest in, and support of, social reform measures of every kind.

It must probably be admitted that in recent years the profession has not made highly significant contributions in the field of social action. I suspect that, in part at least, this may be because social workers have not distinguished sufficiently clearly between their responsibilities as citizens and their responsibilities as trained professional workers. When they have embarked upon social action they have covered so wide a field that, to change the metaphor, they have tended to deflate the value of the special contribution they have to make as professional workers.

THE SOCIAL WORKER AS CITIZEN

Admittedly, the distinction between the two is not easy to draw, but that it exists can

clearly be seen by a number of illustrations. Thus, for example, when social workers join unions and take up a position on public issues by speaking through the union, they are essentially acting as citizens (in this case employees) rather than as professional persons who can claim to be heard because they are applying their special knowledge and skill to the problem at issue. Their influence is lessened in the eyes of the public because they speak as members of a union, whose primary concern is necessarily with the welfare and working conditions of the union members. They do not seem to be wholly disinterested parties in urging expansions of, or increased appropriations for social services.

Furthermore, when, as is often the case, the union is affiliated to other labor groups, the policies supported are, with considerable justification, taken by the general public to reflect the position of the wider group which may have no professional standing at all.

Again, social workers are making a citizen and not a professional contribution when, as members of a professional organization they publicly support measures where the issue primarily involves fields in which the social worker has little claim to be an expert. A hundred social workers signing a petition in support of a full employment bill carry no more weight than any other hundred voters who, also, without special training in economics support such a measure. I am not for one moment suggesting that social workers should not take action of this type. All I suggest is that they should not delude themselves that by so doing they are making any specific professional contribution to the cause they favor.

THE SOCIAL WORKER AS PROFESSIONAL PERSON

The social worker, however, acts as a professional person when alone, or in conjunction with others, he protests against Congressional attempts

to drastically reduce the appropriation of the Bureau of Labor Statistics. In this case, he can speak with special authority and knowledge. He knows which types of basic statistical data such cuts will eliminate, and because he uses them in his professional work he can explain to the public the seriousness of, for example, the elimination of all monthly national and city consumers price indexes. Because he knows how valuable in the formulation of social policy is such an index as the city worker's family budget, he is in a position to explain just what would be involved in its proposed discontinuance. Because of the relevance of living costs to the determination of family budgets, he is aware of the importance of continuing research on the accuracy of the price and index weights used in constructing the price index; and he should be able to inform the public as to the unfortunate consequences of eliminating the compilation of vital social data of this type.

In the same way, the whole issue of the basis of federal grants for special public assistance offers another occasion for *professional* participation in social action. Social workers have the opportunity to be the spearhead of a drive for a better formula than was embodied temporarily in the Social Security Amendments of 1946. Because of their professional knowledge of the levels of payments in different states, and the causes of these differences, social workers are in a position to criticize the present formula on the ground that it aids the wealthy state which puts forth little effort just as much as the poor state which lacks resources.

Professional workers could also be expected to challenge the use of a formula which automatically increases the average federal contribution in all states, rich and poor alike. For, from their professional experience, they are familiar with the difficulty of securing additional federal funds and they are the people who should question the wisdom of using federal money where the need is relatively slight, in view of outstanding areas of need, such as general public assistance, where no federal aid is yet available. Their professional knowledge affords them an opportunity to give leadership to the ordinary voter in the matter of social priorities.

Yet a third example of the professional, as contrasted to the citizen, type of social action concerns the field of children's allowances. Here, if anywhere, is an area in which the public might expect leadership from the profession. It is astonishing that, given their special knowledge of the needs of children and the relative appropriateness of different social measures and techniques, social workers have not seized the opportunity presented by the development of

the children's allowance system in such countries as Great Britain and Canada.

One would have expected a profession, to whom this development is so professionally important and interesting to have used the children's allowance movement abroad as a springboard for social action in three ways: first, to have ensured a wide public understanding of the significance of this new, and in many ways, revolutionary social policy; second, to have utilized the development to re-direct public thinking to the as yet unsolved problem of the economic needs of American children; and thirdly, out of their professional wisdom to have given the country some guidance in evaluating the appropriateness of this new social technique to the solution of the American problem, or to have suggested better techniques.

EARMARKS OF A PROFESSIONAL CONTRIBUTION

These specific illustrations have been drawn from the field of public welfare, but I am sure that similar examples could be found in the other social work areas. They suggest certain generalizations as to the difference between social action when the social worker operates as a citizen and when he operates as a professional person. In the latter case, he can hope to be influential and to command respect for his opinions firstly, because what he has to say is based upon superior knowledge and understanding of the problem at issue. Secondly, professional action involves an ability to support the position adopted by marshalling unassailable facts of the kind that only the profession can assemble. Thirdly, the professional worker, in contrast to the average citizen, possesses a wide perspective which can take into account the long, as well as the short, run gains and losses of specific policies. He is aware of the wider implications of policies or techniques. In short, when the social worker participates in social action as a *professional person* he should be giving leadership, and not merely supporting a position already adopted by others. He is speaking "as one having authority and not as the scribes and pharisees."

These generalizations suggest that the social worker who desires to make a professional contribution to the formulation and effectuation of social policies must exercise careful selection in regard to those matters on which he claims to offer guidance and leadership.¹ Admittedly,

¹ Kenneth L. M. Pray—"When I speak as a social worker relying upon the authority of my own special knowledge and experience, I must confine myself with punctilious care to those kinds and aspects of problems with which social work has been responsibly concerned." *Social Workers and Partisan Politics*, THE COMPASS, June 1945, page 6.

it is not easy to define the social worker's areas of special competence in general terms. It is clear, however, that we must beware of defining the special expertness of the social worker by reference to the social values that he holds. These social values are not necessarily peculiar to the social work profession.

The economist who studies problems of full employment or monopoly does so primarily because he is vitally concerned with advancing the welfare of human beings, and has decided that a major contribution is to be made by increasing the total production of goods and services. The student of government who studies the functioning of democratic systems does so because he has an intense belief in the value of the individual. It is clearly not in their differing social values that the distinction between the social worker and other professional persons must be sought.

I suggest rather that the special claim to competence which entitles the social worker to contribute professionally to social action rests upon his possession of four types of knowledge and skill. In the first place, he has, or should have, an understanding of human beings and of how they behave as individuals and groups and a skill in dealing with them. Second, he has, or should have, a knowledge of the interactions of personal and environmental factors in so far as they influence behavior and attitudes of the individual. Third, he has, or should have, a knowledge of the structure, functioning and potentialities of social institutions and in particular of those special measures, such as social security, child welfare institutions, and the like, whose direct objective is the enhancement of the welfare of the individual or family in contemporary society. Fourth, he has, or should have, an understanding of the relative contribution to human welfare which can be expected from the various social welfare approaches or techniques at different times and in different places. In other words, he has a sense of priorities within the field of social welfare.

NEED FOR KNOWLEDGE OF LARGER SOCIAL SETTING

It is the possession of this combination of knowledge and skill which gives the social worker the possibility of making a specific professional contribution and the specific areas in which he decides to operate must be those where these qualities have a direct bearing upon the issues raised. At the same time, if he is to be really effective in social action, he needs in addition a working knowledge of the kind of world in which he intends to operate.

In particular, he must have some understanding of the economic basis of contemporary society and of the attitudes and values of other groups whose support he will have to enlist. Obviously, social workers cannot be expected to be trained economists. But they should at least possess a sufficient knowledge of the functioning of our economic order to be aware of the points at which the policies they are supporting impinge upon it and of the points at which it would be desirable to seek help from the economist. They need also to know enough about the economic system to be aware of the circumstances under which they can utilize favorable economic factors in support of their own objectives.

Not all proposals relating to social welfare have similar economic effects. An attempt to improve social conditions by raising relief or social security allowances may, if pressed sufficiently far, do more harm than good if it involves the raising of additional property or payroll taxes which, in view of the undeniable importance of the profit motive, may check enterprise. Or, by reducing the differential between income from earning and income from public aid, it may in the existing social environment encourage some to prefer idleness to employment at current wage levels.

This does not mean the end of all social action, but it does suggest the desirability of seeking for new methods of attack upon the problem which will not have these particular repercussions upon the economic system as it now functions. Specifically it would suggest exploration of other ways of increasing relief or security payments by methods which involve a different and less economically undesirable method of financing. Or it may suggest a search for ways of increasing all incomes from earning, so that an adequate differential will persist even if relief allowances are made more adequate. (Children's allowances would be one way of achieving the result.)

Economic considerations, however, do not always operate as a limitation or strait-jacket. Sometimes they offer real potentialities for the kinds of policies in which social workers are interested. The increasing emphasis of economists upon maximizing national income by the full and continuous use of all resources (including labor) and the specific types of analysis which economists are now employing, offer a real opportunity for social workers to use the economist as an ally.

For increasingly, economists are concerned about the width of the gap that separates the total output of which our society is capable

from the demand for that output as it is represented by the probable magnitudes of the spending that is done by consumers, businessmen and government. Increasingly, too, in their efforts to close the gap, economists are beginning to look to an expansion of the social services as one method of sustaining an adequately high and continuing demand for our increased potential output. Here they need help from professional social workers in regard to the kind of social services it would be most desirable to expand and the probable expenditures that these expansions would involve.

It is equally important, for the making of an effective professional contribution to social action, that social workers should be aware of the values to which importance is attached by other segments of the community. The value attached by many citizens to local and state autonomy in contrast to expansions of federal power and authority is an immediate obstacle to some of the measures which social workers have typically supported.

This preference for local or state autonomy is by no means confined to conservatives or those who obstruct all social reform. As social workers, we would probably be more effective if we made greater efforts to understand the basis of this preference and the reality of the objections to increasing federal power. For we might then be able to suggest certain modifications in public programs which would meet at least some of these very real objections.

FOREIGN SERVICE PROGRAMS

(Continued from page 16)

For well over a year the Council members concerned with child welfare services have been considering long term plans for international protection and care of children who suffered as a result of war. This group of agencies began its discussions in January, 1946, and one result of the attention given the problem was a resolution in early spring to the Social Commission of the Economic and Social Council requesting that consideration be given to providing services for children. Representatives of the Council as well as of various member agencies took an active part in the later developments which resulted in the formation of the International Children's Emergency Fund, following the UNRRA resolution urging that such an organization should be established to carry on UNRRA activities in this field.

CONTINUING JOB OF COORDINATION

As the new United Nations specialized agencies get under way, the American Council of

We might find ourselves paying attention professionally to ways and means of more fully exploiting the potentialities of the regional basis of organization. And we might begin to have a more real appreciation of the importance of extending lay or citizen participation in policy-making and in appropriate phases of administration, and to devote to this subject the professional study which it deserves.

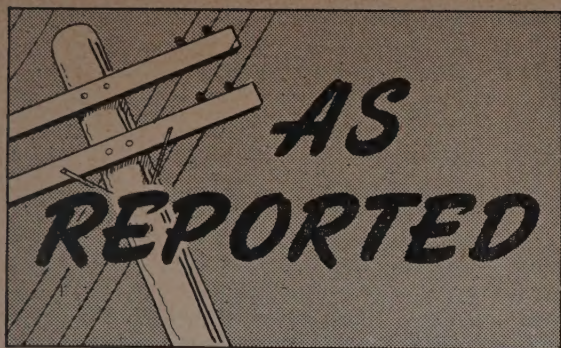
CONCLUSION

One final word of warning is in order. We should not underestimate what is involved in making a professional contribution to social action. It means much hard work and relatively little to show for it. It also means, for most of us, selecting some one area or field and concentrating on that. We cannot cover the earth if our views are to command respect, and if we are indeed to be regarded as authorities. Finally, we must recognize that the knowledge that commands respect and the perspective that makes for leadership are not acquired over night.

Furthermore, to the extent that we make a serious attempt to give professional leadership in the formulation and implementation of social policy we may have to reconsider the training that is offered in many of our schools of social work. We must ask ourselves whether the type of professional education now available is calculated to equip social workers with the knowledge and understanding that will command public respect and a following when they offer social leadership "in their capacity as professional social workers."

Voluntary Agencies for Foreign Service anticipates an increase in its overall coordinating activities in the field of international relief. As each new international agency has been set up, there has been recognition in the enabling resolutions of the importance of the services of voluntary agencies to the long term services planned by the intergovernmental bodies. The voluntary agencies accept their responsibility to assure successful international operations in these fields, and place at the disposal of the appropriate parts of the United Nations organization the experience and wisdom gained by years of operation in the broad field of health and social welfare. As evidenced by their articles of incorporation, they hold it a sacred charge:

To provide a means for consultation, coordination and planning among the members and with the governments of the United States and foreign governments, and with appropriate national and international governmental agencies, so that relief and reconstruction programs for people in countries which have suffered by the war and the oppression of axis governments may be carried on in the most effective way.



THE NEW MEMBERSHIP BULLETIN

Here are some responses to our request for comments on the first issue of the Membership Bulletin which was sent to all members of the Association in March.

Congratulations on the Membership Bulletin! It is just what has been needed for a long time. My main wish for it centers around national-local relationships. We need to have special emphasis put on what national committees are doing and what is happening nationally in the Board. Hope we can get on a regular schedule of so many issues per year.

The Membership Bulletin is excellent. It is the type of thing for which many of us have been longing. I think the Bulletin will fill a real need in the professional lives of our members. Ways and means should be found to publish more issues at more frequent intervals.

I like the idea of the Bulletin and hope it can become a regular affair. The content is interesting and varied. The layout is very good. The color and make-up is okay, but a rather *vile* green at the top—can't you improve by another color, or plain white with colored name lettering?

I do *not* like the idea of receiving it through the mail open. I would prefer it in an envelope, first-class, . . .

Congratulations on your first number of the Membership Bulletin.

When I read your message introducing the Bulletin, I sighed a bit and thought, "One more piece of literature to clutter up my desk at regular intervals," but after I thumbed through it, I laid it aside for further consideration. I assure you that I have changed my mind, and I want to express my sincere appreciation for this excellent beginning of your new service.

Ye Membership Bulletin is excellent. None of this two-issue stuff for 1947. At least three more this year. The Bulletin is current and newsy and semi-annual publication doesn't give Vivian Sprigg much chance to keep us current. Your "culls" column very interesting. Let the AASW curtail THE COMPASS and give the money over to the Bulletin!

PHILADELPHIA CHAPTER SALARY REPORT

In the March Membership Bulletin a brief statement on the Philadelphia Chapter's Salary Report was printed. The chapter has requested the following letter regarding the report be reproduced in THE COMPASS. The Editor.

"The Executive Council of the Philadelphia Chapter of AASW regrets that only excerpts of the Salary Report were printed in the Membership Bulletin. A great deal of time and thought went into the preparation of this report and we firmly believe that it represents a significant contribution to our professional thinking. The excerpts could be misleading to persons who have not had the benefit of the full report giving substantiating reasons leading to the conclusions.

"Inasmuch as you are not in a position to print the report in its entirety in THE COMPASS as requested by our Executive Council, we should like to have the total report available to members throughout the country who may wish to have it. Would you therefore kindly publish this letter in the next Membership Bulletin?

"Copies of the report will be sent upon request, with a charge of ten cents per copy. Requests should be addressed to: The American Association of Social Workers, Room 901, 311 S. Juniper Street, Philadelphia 7, Pennsylvania."

ROBERT C. TABER, *Chairman*
Philadelphia Chapter, AASW

THE NATIONAL RETIREMENT PLAN

Henry S. Grambor

Manager, Accounts and Statistics

The National Personnel Practices Committee calls the attention of members to the availability of the National Retirement Plan for social agency employees. Special note should be made of the October 1, 1947, deadline for participation in the Past Service Plan mentioned in the next to the last paragraph of Mr. Grambor's article. The Editor.

The National Retirement Plan was developed after years of study and launched October 1, 1945. Since that date 1,500 health and welfare organizations in 191 communities have become members of the National Health and Welfare Retirement Association, Inc., the operating corporation. More than 13,000 individuals have become participants in this nationwide program of security and protection. The benefits are reinsured by the John Hancock Mutual Life Insurance Company.

The Plan provides the participant with an income for life after retirement. It protects the participant's dependents by providing a minimum death benefit approximately equal to ten times the participant's monthly salary. Already more than \$60,000 has been paid in death claims to beneficiaries of participants.

Today's cost for tomorrow's security is a very small part of the employee's earnings. The worker pays only about 5 per cent of his earnings and his employer pays an equal amount. In addition, under the nationwide pooled past service plan, the employer pays about 2 per cent of participant's compensation for benefits based on past service since age 35.

If a participant terminates his work before retirement, his contributions plus his employer's will continue to provide a retirement income or death benefit. In lieu of these benefits, the former participant may elect to withdraw in cash his contributions plus compound interest. The worker has everything to gain and nothing to lose by joining the National Retirement Plan.

Any organization which wishes to participate in the nationwide pooled past service plan must join the Retirement Association not later than October 1, 1947, the second anniversary of the Plan. Under this Plan a worker entitled to past service benefits receives credit for past service after age 35 with all organizations which become members as of October 1, 1947, or earlier. Some workers will have credit for service with four or five member agencies.

An organization which makes application after October 1, 1947, will not participate in the nationwide pooled past service plan but may, at its option and subject to the approval of the Retirement Association, provide supplementary benefits based on past service with the present employer only.

Complete details and literature describing the Plan may be obtained by writing the National Health and Welfare Retirement Association, Inc., 441 Lexington Avenue, New York 17, New York.

MEDICAL SOCIAL WORK SALARIES STUDIED

Studies of salaries in social work are among the best sellers in the professional literature these days. Ralph Hurlin, Director of the Department of Statistics in the Russell Sage

Foundation, has added to the very slender listing of publications in this area with a brochure on "Scheduled Salaries for Social Work Positions in Hospitals in New York City, December, 1946" (New York: Russell Sage Foundation, 1947; 40 cents).

The data are confined to the medical social work field, and apply primarily to New York City. However, the salary schedules for federal agencies such as the Veterans Administration and the U. S. Public Health Service hold true throughout the country.

Mr. Hurlin has gathered information on several classes of positions, ranging from case aide up through director of a medical social service department. He also has obtained data on hours of work, provisions for retirement, vacations, sick leave, and holidays. Differences between the large and small departments and the public and voluntary hospitals are shown.

It is not possible to summarize adequately the volume of factual information which Mr. Hurlin has compiled. Something of the nature of his findings is indicated by the salary schedules which he found in use in various agencies for the position of caseworker. The median starting salary for twenty-two social service departments in voluntary hospitals was found to be \$2400. The highest beginning salary found in a voluntary hospital was \$2530, with a salary range going up to \$3430. The highest salary for a caseworker in a public agency was found in the Veterans Administration, where the range is from \$3397 to \$4150. The City Department of Hospitals, on the other hand, was paying less than the median salary figure found in the voluntary hospitals.

The value of Mr. Hurlin's study is found not only in the very interesting figures which he has been able to produce, but also in the method which he has followed in classifying and presenting his material. His description of the changes in salary schedules which occurred during the period that he was collecting his data should serve as a warning to any incipient researchers into salary data of the complexities and difficulties of this task.

—D. F.

AASW FINANCIAL REPORT

Statement of Cash Receipts and Disbursements for the Year Ended December 31, 1946

Balance, January 1, 1946:		
Reserve Fund	\$1,514.69	
Operating Balance	2,718.47	\$4,233.16

Receipts for the year 1946

BUDGET RECEIPTS		
National Membership Dues	\$ 63,393.94	
Additional Contributions	525.75	
Total National Dues	63,919.69	
Publications	1,002.06	
Miscellaneous Income	660.50 ¹	
Total Budgeted Receipts	65,582.25	
NON-BUDGET RECEIPTS		
Chapter Dues—Renewals	30,152.30	
Chapter Dues—New Members	2,630.00	
Rental Grant	1,565.76	
Federal Taxes, etc. withheld from employees....	4,809.56	
UNRRA Libraries	380.93	
Total Receipts	\$105,120.80	

Disbursements for the year 1946

BUDGET DISBURSEMENTS		
Salaries	\$ 31,012.72	
Consultants	850.00	
Office Expenses	8,013.93 ²	
Rent	2,912.28	
Committee Travel	8,947.74	
Committee Materials	3,495.98	
Staff Travel	4,153.80	
COMPASS	5,387.84	
Delegate Conference	1,498.10	
Nominations and Elections	1,386.82	
Social Security Taxes	714.31	
Total Budgeted Disbursements.....	68,373.52*	

NON-BUDGET DISBURSEMENTS		
Chapter Dues Disbursed	29,815.05†	
Rent Against Grant	1,565.76	
Federal Taxes, etc. withheld	4,804.55	
UNRRA Libraries	380.93	

Total Disbursements	\$104,939.81	
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Excess Total Receipts over Total Disbursements..		180.99
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Balance, December 31, 1946:

Operating Balance	2,868.96	
Reserve Fund	1,545.19	
	\$4,414.15	\$4,414.15

¹ Includes \$409.00 contributed to the National Council on Social Work Education. Also includes \$30.50 rec'd in interest on Reserve Fund.

² Includes \$402.13 paid out for the National Council on Social Work Education.

* Does not include expenses of approximately \$1,800.00 paid in January 1947 applicable to the year ended December 31, 1946.

† Does not include payments to chapters in January 1947 aggregating \$2,967.25 for dues covering the fourth quarter of 1946 and the month of December 1946.

The books of the Association for 1946 were audited by *Haskins & Sells*, Certified Public Accountants.

Agency Self-Evaluation Kit

contains

1. An Outline for Agency Self-Evaluation of Personnel Practices
Formulated by AASW staff and based on Statement of Personnel Practices in Social Work adopted by 1946 Delegate Conference. Enables an agency to rate itself as to extent to which its personnel practices for professional staff are in accordance with generally accepted standards.
 2. Personnel Practices in Social Work
Statement adopted by 1946 Delegate Conference.
 3. Selected References — A Personnel Practices Directory
Lists publications useful to a local group in rating practices.
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130 East 22nd Street, New York 10, New York

Please send me:

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_____ copies Personnel Practices in Social Work — 1946		25 " "
_____ copies Personnel Practices Directory	#1193	5 " "
OR		
_____ copies complete kit		40 " "

Enclosed is \$ _____

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Address _____